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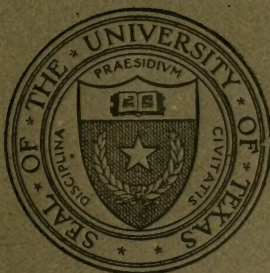
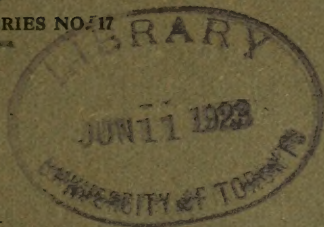
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BY
CHARLES GROVE HAINES
Professor of Government

17
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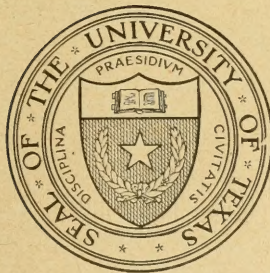
The Movement for the Reorganization of State Administration

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PUBLISHED BY THE UNIVERSITY SIX TIMES A MONTH, AND ENTERED AS
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The benefits of education and of useful knowledge, generally diffused through a community, are essential to the preservation of a free government.

Sam Houston

Cultivated mind is the guardian genius of democracy. . . . It is the only dictator that freemen acknowledge and the only security that freemen desire.

Mirabeau B. Lamar

PREFACE

The Bureau of Government Research of the University of Texas is designed as a workshop and laboratory for the faculty and students of the School of Government. It is intended that through such use the information and facilities accumulating in the Bureau may by means of digests, reports, and bulletins be rendered available for those interested in the problems of government. Among the problems concerning which frequent inquiries have come to the Bureau is that with respect to the proposed plans of organization and methods of procedure in the executive and administrative services of the state. While significant changes are taking place in the administrative organization and methods of state government, much of the information relative thereto is not readily available for those interested in the improvement of state administration. Consequently, an effort has been made to trace in summary form the movement for reorganization of administration in the various states. The facts with respect to reorganization are presented without any effort to weigh the various plans or to offer constructive suggestions. For those who seek detailed information with comments and criticisms, it will be necessary to consult the extensive literature on the subject. A selected list of the most useful articles and reports is given at the end of the bulletin. Much has been written and some progress has been made toward the reform of the legislature and the judiciary, but such efforts do not come within the scope of this summary. Special studies are in process of completion dealing with the movement for reorganization in the legislative and judicial departments.

In the writing of the ensuing pages, I have been aided by Mr. Frank M. Stewart, Secretary of the Bureau of Government Research, and by Messrs. John R. Anthony and William B. Ball, Research Assistants in the Bureau of Government Research. A revised edition of Mr. Stewart's bulletin on the "Officers, Boards, and Commissions of Texas" is in press and will be found useful herewith. A study on

the application of the principles of reorganization to the state government of Texas is in preparation by Mr. Stewart. Other studies dealing with some of the special problems of reorganization in state government are being completed and will be issued under the direction of the Bureau of Government Research.

CHARLES GROVE HAINES.

THE MOVEMENT FOR THE REORGANIZATION OF
STATE ADMINISTRATION*

INTRODUCTION

American state government, with but few modifications, is conducted at the present time on the basis of the organization and the fundamental principles adopted in the latter part of the eighteenth century and the beginning of the nineteenth century. Changes of primary significance instituted since the founding of state governments have been the extension of the electorate, the multiplication of elective offices, and the extension of government into new fields, with the consequent growth of new departments, boards, bureaus, and commissions. The remarkable developments during the last fifty years in political, economic, and social conditions have not altered the main characteristics of state government as devised a century ago. While a striking evolution has taken place in the federal government, and while city government has been undergoing radical reconstruction as a result of a continuous reform movement, state governments have been until quite recently conducted along lines established decades ago.

Although economic and social conditions have been transformed since the Civil War, sufficient to constitute a revolution, many state constitutions have not been changed to meet the new conditions. More than a score of states have not modified their fundamental law, despite the fact that the functions performed and the money expended have grown many times greater than formerly. In so far as the state constitutions deal with general principles they are as applicable today as when they were first framed. But in so far as the constitutions have attempted to deal with details and to cover matters of ordinary legislation, they are being rapidly outgrown. In this respect an effort is being made to conduct public business by means of an organization designed for simple and undeveloped economic and political conditions.

*Published April, 1920.

In order to adjust a form of government planned for the more primitive conditions of many years ago, so as to perform the multitudinous functions which have devolved upon state governments, it has been found necessary to establish numerous boards, bureaus, commissions, and commissioners. Owing to the fact that these boards and bureaus were created one at a time, as occasion arose, and were constituted as independent agencies with specially designated powers, state administration has lacked in the necessary unity and correlation to secure economical and efficient public service. The organization of state administration contains today "little evidence of unified design or systematic planning. It consists of a complicated mass of separate and disjointed authorities, operating with little reference to each other or to any central control."¹ Lack of unity and of correlation in the arrangements for state administration has led to dissatisfaction and criticisms which have resulted in a significant movement for the reform of state administration.

Owing to the growing conviction that state government is both costly and inefficient, there is now a widespread demand for reform. The first step in most states has been the appointment of a committee to investigate existing conditions and to recommend constructive measures. Most of these committees have been designated as commissions on efficiency and economy. A majority of the commissions have recommended the reform of administrative methods, and a few have suggested a complete reorganization of state administrative agencies. Primarily, the recommendations aim to secure "greater concentration of power and responsibility through the consolidation of the numerous state bureaus, departments, boards, and commissions."

Thus the movement for reform, which has transformed city governments and which has brought noteworthy improvements in the federal administration, has entered the domain of state government. There are few states which have not begun the process of reconstruction. Like other reforms, many efforts have not advanced beyond the stage

¹Mathews, J. M., *Principles of American State Administration*, p. 499.

of investigations and reports which have been prepared and submitted to the legislature. In a few instances, the reforms have resulted in substantial progress which is pointing the way to a form of organization better fitted to cope with modern social and economic conditions.

Attempts in the direction of reorganization are evidenced in the reports of the numerous commissions on efficiency and economy which have been appointed, the purpose of which has been to suggest reforms and to propose changes in state government. A list of the most important committees and commissions is as follows:

State	Name of Commission	Created	Reported
Alabama	Legislative Investigating Committee	1915	1915
Colorado	Survey Committee of State Affairs	1915	1916-17
Connecticut	Commission on the Consolidation of State Commissions and the Reorganization of the Public Health Laws	1915	1915
Delaware	Commission to Investigate County and State Government	1919	-----
Georgia	Examining Commission of State Government	1919	-----
Illinois	Efficiency and Economy Committee	1913	1914-15
Indiana	Legislative Investigating Committee	1915	1915
Iowa	Joint Committee on Retrenchment and Reform	1913	1914
Kansas	Efficiency and Economy Committee	1915	1916-17
Louisiana	Legislative Investigating Committee	1914	1915
	Board of State Affairs	1916	1918
Maryland	Economy and Efficiency Commission	1915	1916
Massachusetts	Commission on Economy and Efficiency	1912	1912-16
	Supervisor of Administration	1916	-----
Missouri	Legislative Investigating Committee	1915	1915
Minnesota	Efficiency and Economy Commission	1913	1914
	Commission on Reorganization of Civil Administration	1915	1917
Mississippi	Joint Legislative Investigating Committee	1913	1914

State	Name of Commission	Created	Reported
Montana	Economy and Efficiency Committee	1919	1920
Nebraska	Joint Committee on Reform of Legislative Procedure and Budget	1913	1914
New Jersey	Economy and Efficiency Committee	1912	1913-17
New York	Committee of Inquiry	1913	1913
	Department of Efficiency and Economy	1913	1913-15
	Reconstruction Commission	1919	1919
Ohio	Budget Commissioner	1913	-----
	Committee to Investigate State Departments	1915	1915
Oregon	Commission of Business Men	1917	1919
Pennsylvania	Economy and Efficiency Commission	1913	1914
South Dakota	Joint Committee on Investigation of State Expenditures	1913	1915
Texas	Joint Legislative Investigating Committee	1917	1918
Virginia	Commission on Economy and Efficiency	1916	1918
West Virginia	Efficiency Commission	1917	-----
Wisconsin	State Board of Public Affairs	1911	1912-15

New Jersey first provided for a special commission to investigate and report on the administrative agencies of the state. Comprehensive surveys of the organization of the administrative agencies of state government were inaugurated in Minnesota and Iowa in 1913. Two years later, the New York Bureau of Municipal Research made an exhaustive study of the organization of the government of New York state with a suggested plan for consolidation and reorganization. The constitution which embodied many of the recommendations of the Bureau was rejected at the polls, while the suggestions for reorganization by the commissions of Minnesota and Iowa were not accepted by the legislatures of these states. Nevertheless, these preliminary studies served as a guide to the Illinois commission, whose recommendations for consolidation were the first to be carried into execution.

In Louisiana, Mississippi, and South Dakota, the commissions were confined to auditing accounts and introducing accounting methods; in Connecticut, Illinois, Minnesota, Iowa, and Pennsylvania, they were chiefly concerned with reorganization; in Massachusetts, New Jersey, New York, and Wisconsin, prominence was given to a correlation and readjustment of functions. The Nebraska committee, created primarily to study legislative procedure and the budget, extended its investigation to matters of general reorganization. Efficiency engineers, specialists in political science, or accountants were employed in Illinois, Iowa, New Jersey, Oregon, and New York.

Three different methods have been employed in the conduct of investigations. The first, and until quite recently the most common method was to authorize the appointment of a special committee comprised of members from the two legislative chambers, and this committee through a series of subcommittees conducted inquiries, held hearings, and gathered and collected evidence. It was this method which was employed by the Texas legislature in 1917. Another mode of procedure has been the appointment of an official commission, usually comprised of either executive officers or members of the legislature, and the association with them of a certain number of appointed members, who, it is assumed, will bring to the investigation special ability and qualifications, and, who, by devoting their entire energies to the task, will render the investigation more thorough and complete. This method, which combines the official point of view with that of interested outside parties, is now frequently adopted in place of the former legislative investigating committees. A third method carries this procedure a step further by authorizing an official committee to employ specialists and to place in charge of such specialists the conduct of investigations. This procedure was followed in Illinois and Oregon. It is this method which bids fair to replace the other two and to introduce into the administrative branch of the government a practice which will transform such administration just as the management of business establishments has been transformed.

Some states have employed certain features of both methods. The progress made through such investigations will best be understood by means of a summary of the results obtained in states which have undertaken reorganization. These may for convenience be divided into two classes, viz.: Those in which the recommendations have in part, at least, been enacted into law, and those in which no definite action has been taken.

STATES IN WHICH PARTIAL REORGANIZATION HAS BEEN ACCOMPLISHED

1. *New Jersey.* The legislature of New Jersey by joint resolution established in 1912 a commission to consider with a view to economy and greater concentration of work, "the best means to consolidate various boards and to broaden the powers in one central board, or boards."¹ The members of this commission made a special study of the powers and duties of the various state departments, boards, and commissions, and prepared an analysis of the present state government with suggested consolidations. In 1913 a report was submitted to the legislature recommending: "(1) The consolidation of the State Board of Assessors and the Board of Equalization; (2) the abolition of the separate Shell Fish Commissions, and their consolidation under a central bureau of government fisheries; (3) the organization of the Department of Labor and the Bureau of Labor Statistics and the Employees Labor Commission; (4) the consolidation of the offices of Comptroller of the Treasury and the Department of Accounts; (5) the union of the Department of Inland Waterways and the New Jersey Canal Commission."² Only one of these recommendations, which were submitted in the form of bills, was enacted; namely, that providing for the Department of Accounts and its consolidation with the Comptroller of the Treasury. In 1914 various proposals were made for the reconstruction of certain branches of the state government, such as the Departments of Health, Shell Fisheries, Taxation, Conservation and Development, Commerce and Navigation, Prison Control, and the Board of Public Utilities. The legislature acted more favorably upon these recommendations, approving the major part of the suggested changes. In 1916 another report was made with respect to the state tenement

¹Session Laws, 1912, p. 945.

²Weber, Gustavus A.. *Organized Efforts for the Improvement of Methods of Administration*, pp. 116-7.

house commission and for the concentration of purchases for state institutions.¹ No general reorganization has been undertaken in New Jersey, but substantial progress has been made in the direction of the consolidation of certain departments.

2. *Illinois.* The best illustration of the method involving the employment of specialists is to be found in the movement for reorganization in the State of Illinois. Extensive use has been made in other states of the thorough investigations and the constructive recommendations prepared by the Illinois Commission. In Illinois, the legislature of 1913 by joint resolution provided for the appointment of a Committee on Efficiency and Economy, and gave the committee full power to investigate all departments and agencies of the state government.² The committee provided for a special staff to conduct investigations, and placed the direction of the work in charge of Professor John A. Fairlie, of the University of Illinois. Under the supervision of Professor Fairlie, trained specialists made a survey of all of the agencies of state administration, and prepared tentative plans for consolidation. These plans were submitted and discussed at public hearings. The final report of the committee contains the reports of the investigators, and discusses in detail the existing defects in state administrative organization and presents a plan for reorganization.

As a result of its investigations, the Illinois Committee found that a condition of disorganization and confusion existed in the executive departments of the state government which necessarily produced inefficiency and waste in the state services.³

The main points in the indictment may be briefly summarized:

There is unnecessary duplication of positions and salaries; not only in the chief officers of each separate bureau

¹Cf. Weber, pp. 117ff.

²Laws, p. 622.

See Report of the Efficiency and Economy Committee, Illinois, 1915.

or board, but still more in their staffs of clerks and employees. But this is the smallest part of the loss. The work that is undertaken is not well done; and costs much more for the results obtained than with a more efficient organization. Supplies in many cases are purchased in small quantities for each office or institution, which could be secured at lower prices if purchased in larger quantities on contracts based on competitive bids, as is done by the Board of Administration for the charitable institutions. The absence of definite correlation and cooperation between the most closely related offices, necessarily leads to loss and inefficient work. The only supervision provided by law over most of the executive offices, boards, and commissions, burdens the governor with a mass of unnecessary detail which no single individual can effectively handle, and at the same time does not afford him either the time or the facilities for the proper determination of the more important questions of administrative and legislative policy. The present arrangements also fail to provide the General Assembly with adequate information or advice to enable it to perform its work wisely, either in making appropriations or in enacting substantive legislation. And while reports are made and published, they are so numerous and poorly organized that the general public fails to receive satisfactory information of the work that is done, and has no satisfactory means for fixing responsibility, or of discriminating between those officials who perform their work well and those who perform it poorly or not at all.¹

In discussing these defects in detail, the committee observed that under existing arrangements inefficiency and waste necessarily arise from the lack of correlation and cooperation in the work of different offices and institutions which are carrying out similar or closely related functions. The committee concluded that "the compensation of state officers lacks any approach to uniformity on the basis of work done." As a result of the absence of any systematic organization of related services, there is no effective supervision and control over the various offices, boards, and commissions. One of the most serious defects arising from the lack of correlation and effective supervision over the sub-

¹Report of the Efficiency and Economy Committee, pp. 18-19.

ordinate authorities is found to be the absence of any satisfactory budget of estimates as a basis for appropriations. "Appropriations have been based in the main upon estimates and requests made by the head of each office, bureau, or board, most of which officials have not been charged with a sufficient degree of responsibility to make them careful and sparing in their requests. The General Assembly has been compelled to act upon these requests without sufficient time, means, or opportunity for adequate investigation. The result has been that unnecessary appropriations have been made in some cases, while in others needed funds for important public services have not been provided."¹ As the result, largely of the absence of a proper budgetary system, the accounts of the various state authorities are entirely inadequate. Finally, with the existing lack of efficient executive organization, both the Governor and the General Assembly fail to receive proper information and advice as to needed legislation. The committee continued:

No machinery has been provided by which the recommendations and proposals for legislation from numerous officers, boards, and commissions can be carefully weighed and sifted by officials charged with responsibility over a large field of administration. Conflicting measures are often proposed by different state authorities, and many proposals are presented from outside sources both on subjects within and without the jurisdiction of existing executive officials. As a result, there is no harmonious legislative policy ever formulated; and the measures enacted not only lack coherence, but at times acts are passed at the same session which contain directly contradictory provisions. There is clear need for an executive organization which will make possible a well defined administration program of legislation.²

Another result of the present methods of legislation has been the creation of many new and independent authorities, at an increased expense to the state, where in many cases the work might have been more efficiently and economically

¹Report of Efficiency and Economy Committee, pp. 19-21.

²Ibid., p. 23. •

organized in connection with some existing agency. "Finally, under the present arrangements while the general public is deluged with printed reports, it fails to receive reliable information in digestible form as to the conduct of the state administration, and is unable to locate definite responsibility for negligence or misconduct in public business."¹

The plan of reorganization proposed by the committee² provided for the consolidation of the administrative agencies under ten departments as follows:

1. Finance
2. Charities and Corrections
3. Education
4. Public Works and Buildings
5. Agriculture
6. Public Health
7. Labor and Mining
8. Trade and Commerce
9. Law
10. Military Affairs

The Secretary of State, Board of Electors, Civil Service Commission, and Legislative Reference Bureau were not included under the above departments. Bills to carry the recommendations into effect were prepared by the committee and submitted to the legislature with its report. The legislature to which the report was submitted took no action. But two years later, under the leadership of Governor Lowden, a more consistent and unified plan than that proposed by the committee was prepared and enacted into law under the title "Civil Administrative Code."³ The primary object of the new code was to reorganize and consolidate the numerous state administrative officers, boards, and commissions into a limited number of state departments, as in the

¹Report of the Efficiency and Economy Committee, p. 24.

²The Report of the Reconstruction Commission for the State of New York includes a useful summary of the movement for consolidation in Illinois. Cf. pp. 249-260; Report of Efficiency and Economy Committee, pp. 28ff.

³Session Laws, 1917, pp. 2-36.

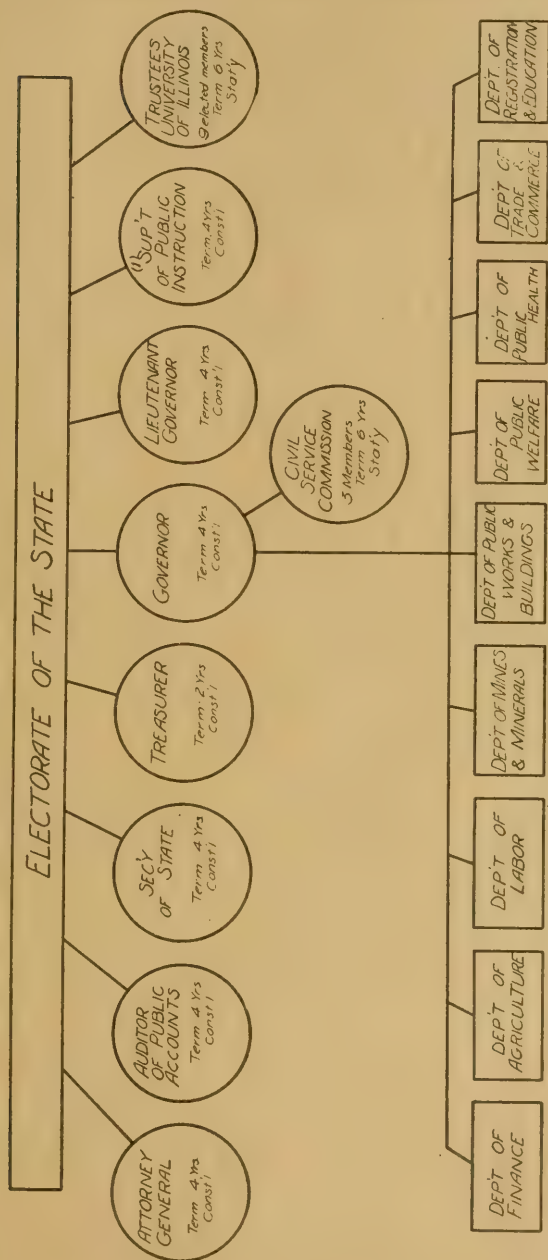
national government of the United States. Nine main departments were created as follows:

1. Finance
2. Agriculture
3. Labor
4. Mines and Minerals
5. Public Works and Buildings
6. Public Welfare
7. Public Health
8. Trade and Commerce
9. Registration and Education

These departments absorbed the functions of forty executive officers and fifty boards and commissions, as well as a large number of subordinate officials. Each department has at its head a director who is authorized to prescribe regulations for his department and to a large extent to define the duties and to fix the salaries of his subordinates. The Code provides for certain officials in charge of various bureaus and divisions, with some administrative and some unpaid advisory boards. All of these officials are appointed by the governor, with the consent of the Senate, for terms of four years. A number of substantially new positions were created and the more important officers receive larger salaries than formerly—the directors receiving from \$5,000 to \$7,000 each. The consolidation does not affect the elective officers; namely, Governor, Lieutenant-Governor, Secretary of State, Auditor of Public Accounts, Treasurer, Attorney General, and Superintendent of Public Instruction.

While the principle is recognized in the Administrative Code that one man should have complete responsibility in the discharge of executive functions, it is also recognized that in the discharge of quasi-legislative or quasi-judicial functions it is essential to have the judgment of a number of men. Consequently, provisions were made for the following boards or commissions:

ILLINOIS STATE ADMINISTRATION AS ORGANIZED UNDER
THE CIVIL ADMINISTRATIVE CODE OF 1917
WITH AMENDMENT OF 1919



Departments created under the civil Administrative code are indicated by squares
Adjutant General and a few minor and temporary agencies are omitted from this chart

11 Ex officio member of Board of Trustees, University of Illinois

Adapted from chart prepared by NY Bureau of Municipal Research.

Food Standard Commission in the Department of Agriculture.

Industrial Commission in the Department of Labor.

Mining Board in the Department of Mines and Minerals.

Public Utilities Commission in the Department of Trade and Commerce.

Normal School Board in the Department of Registration and Education.

Where questions of policy are to be determined in the administrative departments, arrangements have been made for the appointment of advisory boards:

A Board of Agricultural Advisors in the Department of Agriculture.

Boards of Employment Office Advisors in the Department of Labor.

Boards of Art Advisors, Water Resource Advisors, Highway Advisors, and Parks and Building Advisors in the Department of Public Works.

A Board of Public Welfare Commissioners in the Department of Public Welfare.

A Board of Public Health Advisors in the Department of Public Health.

Boards of Natural Resources and Conservation Advisors, and State Museum Advisors in the Department of Registration and Education.

Since the duties of the officers provided for in the state constitution could not be changed, the reorganization was not complete and symmetrical. However, a constitutional convention has been called, and it is anticipated that the plan of reorganization embodied in the code will be sanctioned in the new constitution. According to the judgment of Governor Lowden, the Civil Administrative Code "has more than justified all expectations that were formed concerning it. The functions of the government are discharged at the capitol. The Governor is in daily contact with his administration in all its activities. Unity and harmony of administration have been allowed, and vigor and energy of administration enhanced."

The principal results to be expected from this reorganization were pointed out in the report of the efficiency and

economy committee two years ago. In the first place, there is more definite responsibility and there is increased efficiency, from the coordination and correlation of the numerous branches of state administration in the nine main departments, and the active supervision of the directors of these departments by the Governor. Of special importance are the consolidation of the state correctional institutions and the state normal schools each under a single authority. The new organization aids in securing more consistent and more effective legislation, and prevents the creation of additional and useless officials and boards.

Among the chief defects of the code are, first, the fact that the existing laws relating to administration were not changed and consequently overlapping and duplication of work can not be entirely eliminated; and, second, that the exclusion of the constitutional officers does not make for complete unity and consolidation. The latter defect may be remedied through a new constitution which is now being formed. The code has not been in effect long enough to measure the improvements over the old organization, but according to current reports the officers under the new regime, appointed on the basis of special fitness for the work, are rendering efficient service.

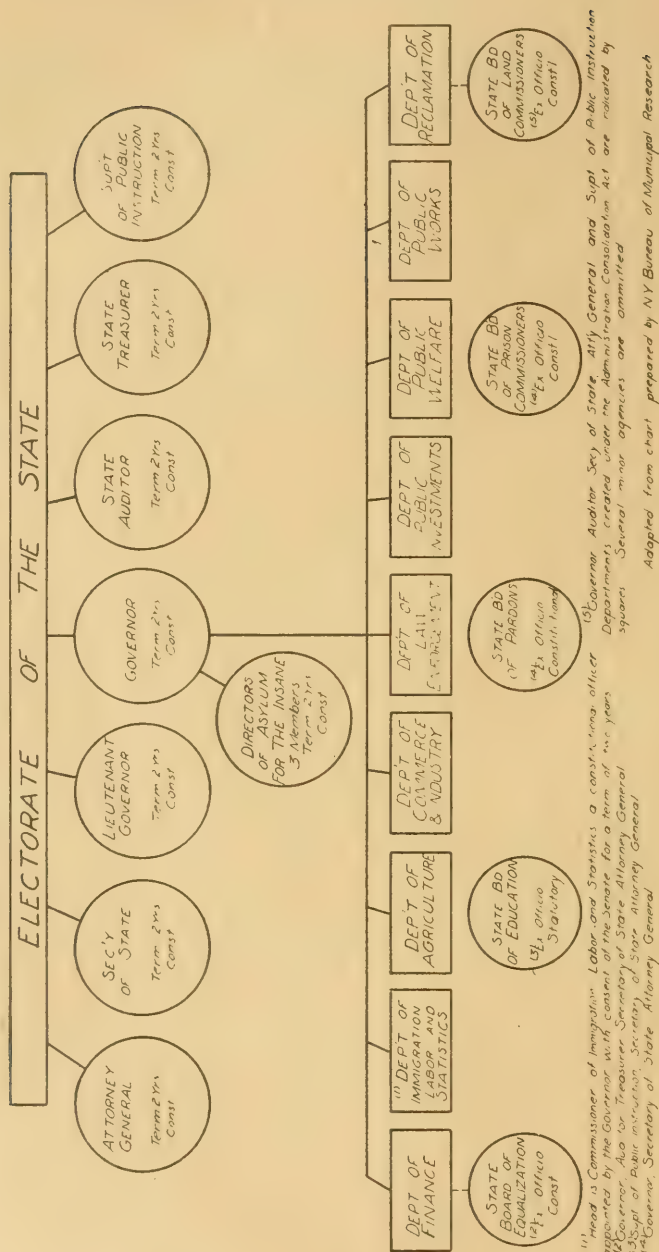
3. *Idaho*.¹ The second state to provide for administrative consolidation was Idaho. By an act known as "The Administration Consolidation Act,"² which went into effect on March 31, 1919, all of the administrative agencies of the state except those created by the constitution are combined into new departments which are as follows:

1. Agriculture
2. Commerce and Industry
3. Finance
4. Immigration, Labor, and Statistics
5. Law Enforcement
6. Public Investments
7. Public Welfare
8. Public Works
9. Reclamation

¹Cf. Report of Reconstruction Commission, pp. 260-265.

²Session Laws, 1919, Ch. 8.

IDAHO STATE ADMINISTRATION AS ORGANIZED UNDER THE
ADMINISTRATION CONSOLIDATION ACT OF 1919



Constitutional officers of the state who are excepted from this consolidation are the Governor, Lieutenant-Governor, Secretary of State, State Auditor, State Treasurer, Attorney General, and Superintendent of Public Instruction, as well as the constitutional boards: namely, Equalization, Pardons, Prison Commissioners, Land Commissioners, and Directors of the Asylums for the Insane.

The head of each department is called a Commissioner, and, with the exception of the Commissioner of Immigration, Labor, and Statistics, is appointed by the Governor for a term of two years at a salary of \$3,600. In accordance with the Consolidation Act, other salaries are fixed by the commissioner of the department concerned, with the approval of the Governor. Provision is made by the act for various directors of bureaus in the several departments and for a Board of Agricultural Advisors, which is to be appointed by the Governor and is to be under the supervision of the commissioner. As the Consolidation Act changed merely the agencies through which administrative duties are to be carried on, without corresponding changes in state law, the duty was placed by the act upon the Governor to "devise a practical and working basis for cooperation and coordination of work, eliminating duplication and overlapping of functions." By means of the Consolidation Act more than forty offices, boards, commissions, and other administrative agencies were abolished. Governor D. W. Davis, of Idaho, thus characterizes the change introduced by the Act:¹

This is the dawn of a new era in civil administration. As I have watched the workings of the new plan of the cabinet form of centralized state government in Idaho, where fifty-one departments, boards, and bureaus have been put under nine heads, I am convinced of this. I have actually seen the enthusiasm, the exchange of ideas, the feeling of added responsibility, as I sat in the cabinet meetings and have noted the difference between the old regime and the new, and I have come to believe the day past when the worn-out, creak-

¹See "How Administrative Consolidation is Working in Idaho," by Governor D. W. Davis, *National Municipal Review*, Vol. VIII, No. 9.

ing system of state government will do. That the red tape and costly duplication of the past is gone in Idaho, is my firm belief.

4. *Nebraska*.¹ Similar to the other states, Nebraska had a decentralized administrative system. There were numerous administrative agencies, each created by statute as the occasion arose, and independent of other agencies, with powers and duties specifically enumerated by statute. A committee of the Nebraska legislature recommended in 1914 that a survey be made of the administrative service of the state in order to bring about consolidation and reorganization. The legislative efforts toward reform were supplemented by the interest and support of the Governor, with the result that consolidation in so far as the constitution of the state permits was accomplished in 1919 through the passage of the Civil Administrative Code.² Under this code, the following departments were created:

1. Finance
2. Agriculture
3. Labor
4. Trade and Commerce
5. Public Welfare
6. Public Works

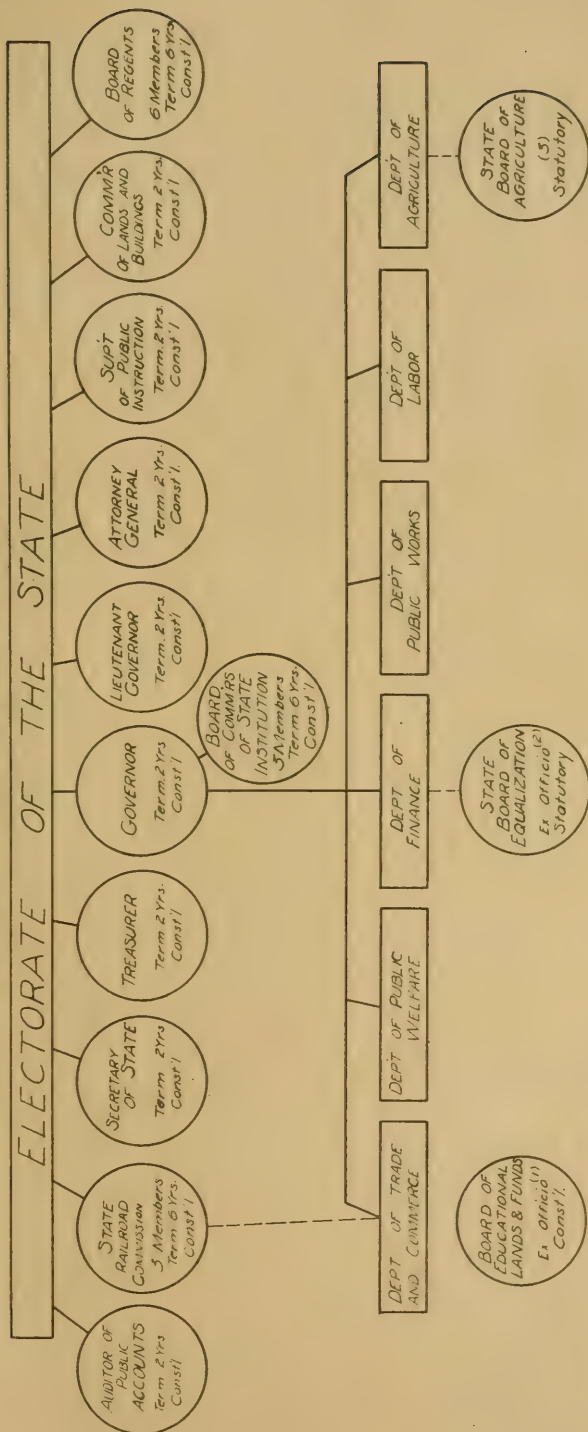
Eight constitutional officers and four constitutional boards are retained, and so are the statutory boards of Equalization and Agriculture, each of which is made a part of the appropriate department. The object of the code was to combine the statutory administrative agencies and to transfer their duties to one of the new departments. According to the language of the code, the civil administration is vested in the Governor. To aid the Governor in the administration of the laws, six departments are created.

The head of each department, known as a Secretary, is appointed by the Governor for a term of two years at an annual salary of \$5,000. Appointments to subordinate positions are made by the Governor in consultation with the

¹Cf. Report of Reconstruction Commission, pp. 265-268.

²Session Laws, Chapter 190.

NEBRASKA STATE ADMINISTRATION AS ORGANIZED UNDER THE CIVIL ADMINISTRATIVE CODE OF 1919.



⁽¹⁾ Governor, Sec'y of State and Treasurer, Atty. Gen'l., Commr. of Lands and Buildings
⁽²⁾ Governor, Auditor, Treasurer, Sec'y of State, Commr. of Lands & Buildings
Composed mainly of representatives of the State Agricultural agencies

The Atty General and several minor agencies have been omitted from this chart. Departments created under the civil administrative code are indicated by squares

Adapted from chart prepared by N.Y. Bureau of Municipal Research

head of the department concerned. In some respects, the Nebraska plan does not involve as complete centralization as is provided in the codes of Illinois and Idaho, but in Nebraska an effort was made to codify the administrative law of the state and thereby to eliminate duplications and overlapping functions. In all three of the states which have attempted consolidation, a revision of the constitution will be necessary to complete the process and to do away with anomalies which hamper effective administration. It is interesting to note that two of these states are in the process of preparing new constitutions.

5. *Massachusetts*. A commission on Economy and Efficiency was created in Massachusetts in 1912.¹ The commission was specially authorized to examine the estimates of all officers and agencies, and to secure the testimony of witnesses and the production of all evidence relating to the expenditure of public money, and was directed,

To inquire into the laws governing the financial transactions of the Commonwealth and to study into the possibility of promoting greater economy and efficiency and utility in the transaction of the business of the Commonwealth by any changes in such laws, by the reorganization, consolidation, or coordination of departments and institutions, by different methods of administration, by classification of employees, by fixing maximum and minimum salaries, by standardizing vacations, by organizing a central purchasing agency or department by the substitution of the budget method of appropriation or by any other means.

By special acts in 1914 and 1915 the commission was reorganized and additional duties were conferred upon it.² A report was prepared on the organization of boards and commissions having supervision and control of state institutions and a more extensive one on the functions, organization, and administration of the departments in the executive branch of the state government. The legislature abolished the commission in 1916 and created in its place the

¹Acts and Resolves, 1912, ch. 719.

²Acts and Resolves, 1914, ch. 698.

office of Supervisor of Administration,¹ who takes over the duties of the commission and the state board of publication.²

A special committee of the legislature proposed in 1917 a tentative plan of consolidation based on a study of the Illinois code.³ This plan, which contemplated the retention of the elective constitutional officers, proposed to combine about two hundred independent agencies into eleven bureaus or departments. The constitutional convention which convened the next year failed to agree upon a consolidation plan, but submitted to the voters the proposition, which was carried, to the effect that before January 1, 1921, the executive and administrative work of the commonwealth should be organized into not more than twenty departments. In the legislative session of 1919, various plans for consolidation were considered, and these were finally combined into an Administrative Consolidation Bill, which has been enacted into law.⁴ In addition to the constitutional departments of Secretary of the Commonwealth, Treasurer and Receiver-General, Auditor and Attorney General, the following departments were created:

1. Agriculture
2. Conservation
3. Banking and Insurance
4. Corporation and Taxation
5. Education
6. Civil Service and Registration
7. Industrial Accidents
8. Labor and Industries
9. Mental Diseases
10. Correction
11. Public Welfare
12. Public Safety
13. Public Health
14. Public Works
15. Public Utilities
16. Metropolitan District

¹Acts and Resolves, 1916, ch. 296.

²Cf. Weber, pp. 119-122.

³For summary of this plan consult Reconstruction Commission Report (N. Y.), pp. 272ff.

⁴Session Laws, 1919, ch. 350.

Among the features of consolidation in Massachusetts are the concentration in the control of state purchases and the custody of state property, and the appointment of department chiefs and assistants by the Governor, usually with the consent of the council.

Under the Massachusetts plan few offices have been abolished, most of the present agencies having been continued without material changes in personnel or duties. The Reconstruction Commission of New York criticized the provisions of this Act as follows:

The overhead organization set up under this plan for the various departments is both illogical and inconsistent. Some departments are administered by single heads and others by commissions. Some departmental heads are elected, others are appointed by the Governor and the Council...

The provisions with reference to the appointment of department heads, departmental boards, and subordinate officers are so complicated and involved as to destroy all responsibility for action. All appointments made by the Governor must have the approval of the Council, an independent elective body of nine members. The administrative officers are appointed in practically all cases for terms of three or five years, and the members of the administrative and other boards are usually appointed for overlapping terms of from three to six years. In all cases except those of the elective constitutional officers, the terms of the administrative officers are longer than that of the Governor, his term being fixed by the constitution at two years. Even if some administrative officers were not elective and if the Governor did not have to share responsibility with the Council in the appointment of the administrative officials, he could not be held fully responsible for the administration of the departments because of the much longer terms of most of the administrative officials.¹

6. *Indiana*. During the past four years, a beginning has been made in Indiana toward the administrative reorganization of the state government. The chief purposes sought were to provide "for a shorter ballot by changing certain offices from an elective to an appointive basis, to

¹Reconstruction Commission Report (N. Y.), pp. 278-279.

reorganize certain allied bureaus by consolidating them into larger departments, and by separating unrelated departments which are now consolidated."¹

To consolidate allied departments, the legislature of 1919 provided for a conservation commission, a livestock sanitary board, a legislative reference bureau, and an oil inspection department. The conservation commission is assigned the duties of the former departments of geology, entomology, forestry, lands and waters, fish and game and public parks.² The commission consists of four members appointed by the Governor. The executive head of the department is a director, and the department for administrative purposes is divided into five divisions, at the head of each of which is a chief, to be selected on a merit basis.

The legislative reference bureau is charged with the duties of the bureau of legislative information and the bureau of statistics, and is expected to compile and edit the *Indiana Year Book*, as well as to collect and compile other information.³

A livestock sanitary board assumes the duties of the state veterinarian and the state board of veterinary examiners.⁴

In the direction of a shorter ballot, "the state geologist and the state statistician were changed from an elective to an appointive basis, and constitutional amendments were proposed to make the clerk of the supreme and appellate courts and the state superintendent of public instruction appointive instead of elective officers as at present."⁵

New Jersey, Illinois, Nebraska, Idaho, and Massachusetts have made substantial progress toward consolidation and Indiana has taken a noteworthy step in the same direction. Proposals in other states which have not yet been enacted into law deserve consideration.

¹"Administrative Reorganization in Indiana," *Political Science Review*, Vol. XIII, p. 641.

²Acts, 1919, ch. 60.

³Acts, 1919, ch. 34.

⁴Acts, 1919, ch. 188.

⁵*Ibid*, p. 642.

PROPOSALS FOR REORGANIZATION IN OTHER STATES

I. *States Which Began the Reorganization Movement.*

1. *Minnesota.* In 1913, the Governor of Minnesota appointed a commission of thirty men to make a study and to report changes that should be made in the administrative system of the state. No appropriation was made for the commission; but, nevertheless, two reports were prepared. A preliminary report suggested three fundamental reforms: (1) The reorganization of the civil administration so as to provide for the establishment of relatively few departments in substitution for the existing multiplicity of agencies; (2) the adoption of a scientific budget system; (3) the establishment of a merit system to cover all appointments and promotions in the executive branch of the government. As a result of the reports of the Efficiency and Economy Commission, the Legislature provided for a new committee to investigate "the advisability of making changes in the civil administration of the state and for the further purpose of promoting efficiency and economy in the various activities of the state."¹

The Minnesota commission discovered the greatest defect in the organization of the state executive department to be the multiplicity of independent branches, the diversity in form of organization, and the predominance of the board system. There were seventy-five independent agencies in charge of the administrative work of the state, the majority of which were boards largely independent of one another, and over which the Governor had very little control. Discussing the board system, the commission said:

Students in political science are all agreed that executive work should be done by individuals and not by boards. The average citizen has come to the same conclusion. The board system tends to delay and inefficiency. It dissipates responsibility. No one knows exactly who is to blame if work

¹Cf. Weber, pp. 144-147.

is badly done. Boards are necessary for legislative and judicial work; they are useful to give advice; they are not suited to administrative tasks. Moreover, under the board system, the Governor has little control over the administration. The board members usually have overlapping terms. Each Governor appoints only a minority. Each board is a government by itself.

To accomplish consolidation, the commission suggested six executive departments:

1. Finance
2. Public Domain
3. Public Welfare
4. Education
5. Labor and Commerce
6. Agriculture

In addition to the constitutional officers, the Civil Service Commission and the Tax Commission were not included in the scheme of reorganization. The committee defined in detail the divisions and bureaus under each department. Bureau chiefs were to be trained for their work and were to constitute a permanent staff selected by civil service methods. For the exercise of quasi-legislative and quasi-judicial powers, provision was made for the cooperation of the executive head and an advisory board.¹

The report of this commission was submitted to the legislature, but did not meet the approval of that body, with the exception of a part of the recommendations relating to the budget.

2. *Iowa.* The legislature of Iowa in 1913 by resolution provided for the appointment of a Joint Committee on Retrenchment and Reform.² The committee was authorized to employ expert accountants and efficiency engineers in order "to institute such changes in the administration of public affairs as will promote the efficient and economical administration of the affairs of the state."

¹See Reconstruction Commission Report (N. Y.) pp. 240-241.

²Code, Sec. 181.

The experts rendering the Iowa report said that "the worst faults in the present organization are lack of unity and lack of responsibility. The government is incoherent. There are a multitude of disconnected, unaffiliated departments and bureaus over which neither the Governor nor the legislature nor the people have effective control."

In an elaborate report, the basic plan of reorganization proposed recognizes the following fundamental principles:¹

1. The short ballot.
2. Concentration of authority and location of responsibility.
3. The scientific budget.
4. The merit system.
5. Business efficiency.

Consolidation of boards, bureaus, and commissions of the state was suggested to comprise a

Finance Department, combining the duties of Auditor and Treasurer and to be assisted by a State Purchasing Agent

Legal Department, combining the duties of Secretary of State and Attorney General, and

Departments of

Agriculture

Commerce and Industries

Public Works

Public Safety

Public Health

Education

Charities and Corrections

To one of these seven departments, all of the existing subdivisions of the executive branch of the government were to be assigned. Each department was to be under the immediate control and direction of a director-general. The Governor himself was to assume the portfolio of director-general of the department of Public Safety, and to appoint the heads of the other six departments, but such appointments were to be subject to ratification by the Senate.

Moreover, the executive council as now constituted was

¹Cf. Reconstruction Commission Report (N. Y.), pp. 241ff.

to be abolished entirely, and a new executive council, consisting of the director-generals of the seven departments, was to be created. This new executive council was to serve as a kind of executive cabinet, with the Governor as its chairman. Thus, it is clear that under the proposed plan of reorganization the Governor would be the real head of the state administration. The plan was rejected by the legislature.

3. *New York.* The movement for reform in New York began with a Committee of Inquiry, appointed by Governor Sulzer. This committee investigated the financial methods employed by the state agencies, and offered the recommendations that (1) the fiscal year be altered so as to correspond more closely to the legislative session; (2) general appropriations be made available only during the year for which they are made; (3) all unexpended balances lapse at the close of each year; (4) departmental officers shall not be permitted to incur liability in excess of the appropriations; (5) and supply bills be discontinued.¹

The recommendations made by this committee were transmitted to the legislature, but were not enacted into law. The suggestion, however, for the establishment of a State Board of Estimates and a Department of Economy and Efficiency were adopted by the legislature.² As provided by law, the duties of the new department include among other things the "making of a careful and thorough study of each office, institution, and department maintained by the state," and the making of recommendations to the Governor and other officers relating to the efficiency and economy of the department or office. For this purpose, authority is given to examine accounts, methods of public accounting, and any other phase of administration.

The Department of Economy and Efficiency gave its first attention to the matter of appropriations and expenditures, and submitted to the Governor a budget for the year 1914. The report was transmitted to the legislature, with very

¹Weber, pp. 126-7.

²Laws, 1913, Ch. 280.

little effect on the method pursued by that body in the passage of the administrative bills. In January, 1915, this department in cooperation with the New York Bureau of Municipal Research prepared a detailed report on the organization and functions of the government of the State of New York for the use of the Constitutional Convention to be held in 1915.¹

Plan of New York Bureau of Municipal Research. The Bureau was requested to prepare an outline and description of the government of the State of New York, and also an appraisal of the state government with suggestions for reform and reconstruction. The general outline of the plan of reorganization proposed by the Bureau may be summarized as follows:

- I. An executive department with the Governor as the responsible head.²
 1. A staff of permanent technical advisers constantly engaged in the scrutiny and review of the officers engaged in administration.
 2. A group of proprietary and legal officers in charge of the fiscal, property, and legal interests of the government.
 3. A group of departmental heads in charge of the several public service divisions of the government, such as the labor department, the health department, the public works department, and so forth.
- II. The legislature—presumably of one house, although this is not a necessary implication of the Bureau program.
 1. A staff of permanent advisory agencies, such as the bill-drafting commission and the commissioner charged with the duty of indexing the statutes.
 2. The abolition or restriction of district representation and the adoption of some system of proportional representation.

¹Weber, pp. 128-131.

²For this summary, I am indebted to Dr. Charles A. Beard, *Reconstructing State Government*, *The New Republic*, August 21, 1915, and the publications of the New York Bureau of Municipal Research.

3. The restriction of local legislation by city and county home rule, thus confining legislative operations to matters of large state-wide public interest.

III. Executive and legislative relations.

1. Power of the legislature to call the Governor and his cabinet officers to the floor of the house and subject them to interpellations relative to administration.

2. Power of the Governor and his cabinet officers to appear on the floor of the house to propose, defend, and explain their proposals.

3. Power and duty of the Governor to prepare the appropriation bill for all administrative (as distinguished from legislative and judicial) purposes, and restriction of the legislature to the right of elimination and reduction of items.

4. Power of the Governor to dissolve the legislature and submit the issues at stake to the voters at a general election in which a Governor and legislature would be chosen.

IV. The organization of all administrative functions into a few related groups, each under a head appointed and removable by the Governor and manned by experts protected against the spoils system and surrounded by conditions relative to pay, promotion, welfare, and discipline conducive to efficiency.

In order to unify and systematize the various boards and commissions, the Bureau proposed that the state administrative service should be organized into eleven departments as follows:

1. Treasury
2. Public Works
3. Agriculture and Industry
4. Health and Safety
5. Education
6. Industrial Relations
7. Charities and Corrections
8. Public Utilities
9. Insurance and Banking
10. Civil Service
11. State Militia

It was provided in the plan of the Bureau that heads of the departments were to be appointed by the Governor without the consent of the Senate, and to hold office at his pleasure. Bureau and divisional chiefs were to be chosen by the respective departmental heads, and were to have a permanent tenure based upon satisfactory and efficient service. The eleven departments were to be organized into a Governor's cabinet, to which were to be added the Secretary of State and a Director of the Bureau of Administration comprised of a staff of technical experts at the disposal of the Governor for investigation, review, and report.

While the constitution of the state of New York followed in part the recommendations of the Bureau, this document was defeated at the polls, and the proposals made therein have not yet been formulated into law.

When the new constitution drafted by the convention in New York, which contained some features of reorganization proposed by the New York Bureau of Municipal Research, was rejected at the polls, the movement for consolidation received a temporary set back. But extraordinarily large appropriation bills enacted by the legislature led the Governor to appoint a non-partisan body known as a Reconstruction Commission to prepare a report on retrenchment and reorganization in the government of the state. In an elaborate report summarizing the facts and principles involved in the reconstruction movement the commission proposed a detailed plan for the unification and consolidation of the various departments of the state of New York. The present state government is characterized as,

A miscellaneous collection of 187 officers, boards, commissions, and other agencies. They are nearly all independent of one another and most of them are subject to no direct and effective supervision by a superior authority. . . . The many-headed administrative structure of New York which scarcely deserves the name of organization has grown up mainly as a result of haphazard methods of legislation by which new offices, boards, and agencies are created from year to year with little or no reference to existing authorities.

In making its inquiry, the commission found that in nearly every state public attention has been forcibly drawn to the necessity of reducing expenditures or at least holding them to the lowest point consistent with the proper discharge of public functions and fair conditions of employment. The commission also found that the movement for economy and efficiency had passed beyond the stage of protest and discussion.

The reports prepared by commissions in other states are in substantial agreement on the following points according to the summary of the Reconstruction Commission :

1. State administration is a collection of offices, boards, and other agencies which have been created from time to time by legislative act without consideration being given to the desirability of grouping all related work in one department.

2. The board or commission type of organization for purely administrative work is generally inefficient owing to the division of powers and absence of initiative and responsibility. This applies with less force to departments in which there are important quasi-judicial or quasi-legislative functions combined with administrative functions. Boards have been successful in many cases in carrying out advisory and inspectional functions and in the general supervision of education. Ex-officio boards are almost never effective.

3. Widely scattered and independent agencies of state government can not be effectively supervised and controlled either by the legislature or by the Governor.

4. When such a large number of agencies is independent of the Governor, he can not be held responsible to the voters for an efficient and economical management of public business.

In their recommendations for improvement of administration, the commissions are substantially agreed that economy and responsible government can only result from :

1. The consolidation of offices, boards, and commissions into a few great departments of government, each of which is responsible for the conduct of a particular major function such as finance, health, welfare, or public works.

2. Vesting the power of appointment and removal of department heads in the Governor, making him in fact,

as well as in theory, the responsible chief executive of the state. There is a difference of opinion as to the desirability of confirmation of the Governor's nominations by the Senate.

3. A consolidated budget system with accounting control over spending officers.

The budget recommendations, the commission found, have passed beyond the theoretical stage, for thirty-eight states have enacted legislation providing for a consolidated budget system with varying provisions as to methods of preparation, legislative review, and enactment into law. Half of these states have placed the responsibility for initiating the budget squarely upon the Governor.

The recommendations with reference to the reorganization of boards, offices, and commissions, it is observed, have not been accepted by the state legislatures as readily as proposals for budget reform. The reasons in the judgment of the commission are obvious. A consolidation of a hundred or more offices, boards, and other agencies affects political patronage more vitally than does a budget system, and it requires considerable courage and intelligence on the part of a legislature to reorganize an entire system of state government. Nevertheless, recommendations of commissions are passing steadily into law. Among the accomplishments of the consolidation movement it is noted that Illinois, under the leadership of Governor Lowden, made a complete and drastic reorganization of state administration, sweeping away 105 offices and agencies and consolidating the affairs of the state under nine great departments; that Massachusetts by constitutional provision and legislative enactment prepared the way for a consolidation of the numerous offices and agencies composing the state administration; that Nebraska reduced eighty-two departments and agencies to six administrative departments, six constitutional officers, and four constitutional boards; and that Idaho abolished a long list of offices, boards, and commissions, and created instead nine departments of civil administration.

According to the report of the Reconstruction Commission the state government of New York is to be reorganized and the work consolidated under the following departments:

1. Executive
2. Audit and Control
3. Taxation and Finance
4. Attorney-General
5. State
6. Public Works
7. Conservation
8. Agriculture and Markets
9. Labor
10. Education
11. Health
12. Mental Hygiene
13. Charities and Correction
14. Public Service Commission
15. Banking and Insurance
16. Civil Service
17. Military and Naval Affairs

The proposed organization of the Executive Department was thus summarized:

1. The term of the Governor to be four years.
2. Establishment of (a) Bureau of Administration as an independent staff agency in the Executive Department under a director to be appointed by the Governor and to serve at his pleasure.
 - (b) Budget Division, to report on the preparation and revision of the budget.
 - (c) Division of Reports and Special Investigations, to make investigations for the Governor, department heads, and the legislature, and to supervise the publication of reports and other documents of the various departments.
 - (d) Division of Classification of Salaries, to prepare in cooperation with the Civil Service Commission for submission to the Governor and legislature a classification of personal service and salaries to govern all state employees.

It is observed that only statutory revisions are required to effect these changes, with the exception of the lengthening of the Governor's term which would require a constitutional amendment. The legislature now in session in New York is considering a series of measures presented with a view of enacting into law the recommendations of the Reconstruction Commission.

4. *Oregon.* Among the first proposals for administrative reorganization was the plan proposed by the People's Power League of Oregon, which was "designed to provide a system by which the conduct of the state and county government may be made as efficient and economical as the management by the citizens of their private business." Three People's Inspectors of Government were to be elected with power to supervise and investigate the management of all departments and offices of state and local government and to publish a state gazette for free distribution to voters. Members of the Senate and House were to be elected under a system of proportional representation for a long term and to be subject to the initiative, referendum, and recall as devices of popular control. The Governor was to become directly responsible for the state administration. He and his cabinet were to have seats in the legislature, with the right to participate in the sessions and to introduce bills. It was made the duty of the Governor to introduce appropriation bills. These and other proposals submitted to the voters of Oregon in 1912 and 1913 proved to be too radical to receive popular support. Subsequently, a proposition to abolish one house of the legislature was also defeated. In 1915 the legislature took up the matter of reorganization, but no definite action was taken until the following session when by a concurrent resolution a committee of seven "representative business men" was authorized to conduct a "thorough investigation of the several offices, boards, commissions, and departments of the state as to the scope, nature, and importance of the different branches of the work performed by each, and that the above mentioned commission be required to make a complete and comprehensive report of its findings, together with such recommendations as to consolidation, economy, and efficiency as they find feasible."¹ This committee secured the assistance of specialists in state administrative organization, and presented

¹General Laws, p. 958.

a report to the legislature of 1919 with a complete plan for consolidation.

The committee observes that,

No efficient businesslike administration of state affairs in Oregon can be expected unless some one officer who is fully responsible to the people can control all the important departments of the administration, with the possible exception of the auditing and treasury departments. The Governor does not do so at present, however, for three reasons: because there are too many elective offices; because the administration is split up into too many departments for the Governor to exercise adequate control over them; and because the appointing power is too often shared with other officials, boards, and commissions.

In order to remedy this condition, the following principles were embodied in the report:

(1) That the Governor shall appoint the heads of administrative departments.

(2) That the Governor shall make appointments without confirmation by the Senate and shall have full power of removal.

(3) That all minor officers of the departments shall be chosen under civil service regulations.

The Consolidation Commission recommended that the administrative agencies of Oregon be grouped under eight departments, to-wit:

1. Tax
2. Education
3. Labor
4. Health
5. Agriculture
6. Trade and Commerce
7. Public Welfare
8. Public Works

The plan of the Consolidation Commission was rejected by the Legislature.

II. *Proposals in Other States.*

1. *Alabama.* Alabama provided by joint resolution in 1915 for a legislative investigating committee, whose duty it was to investigate each department with the purpose of making recommendations to place the administration of state affairs upon a more efficient and economical basis.¹ After an extended investigation this committee reported that the conditions in the state government were unsatisfactory, particularly in the handling of the state funds. Recommendations were made for the establishment of a state budget system and for the codification of the state laws. Other proposals for reform were made with respect to public printing, convict labor, immigration, state purchases, and Confederate pensions.²

2. *California.* A plan for administrative consolidation for California was prepared by the Taxpayers' Association of that state, which proposed to consolidate all of the agencies of administration under twelve departments. Constitutional officers such as the Governor, Lieutenant-Governor, and Secretary of State were not to be affected by the consolidation. A bill involving the features of this plan was presented to the California legislature, but failed to pass.

Subsequently, the Governor appointed a committee which was requested to make a study of the following:

1. The statutes under which each department, bureau, or commission is organized.

2. The powers, duties, and internal organization as provided by law.

3. To what extent powers and duties overlap and duplicate.

4. Analysis and comparison of appropriations and expenditures.

5. Recommendations.

This committee rendered a report, which was submitted to the legislature with a special message from the Governor on March 12, 1919. In its investigations and recommenda-

¹General Acts, p. 207.

²Weber, pp. 151-2.

tions, the committee excepted the elected officers and confined its attention to the 100 departments, boards, and commissions for which the Governor is theoretically responsible. Among these agencies it was found that many "perform functions closely allied and that there are in many instances duplications and overlapping of efforts. There are many groups whose work is similar, but independent in operation, which if coordinated and centralized under one executive head would make for more efficient and economical management."

The features of the plan of organization recommended involved the establishment of certain principles which are regarded as essential to efficient governmental management. These are:

1. Centralization of responsibility.
2. Cooperation of larger organized units.
3. Coordination of agencies which perform similar or allied functions.

These principles were carried into the proposed plan by, first, creating a governor's cabinet composed of departmental executives appointed by him; second, insuring cooperation of various departments by bringing administrative officers together in an executive department; third, placing in departments under one executive head those agencies which perform similar or allied functions.

The committee did not prepare a complete plan of consolidation. A number of state agencies which deal with professional standards, such as boards of accounting, architecture, etc., were to be retained, as was also a group relating to the control of finances. Boards dealing with matters of local administration, such as agriculture, reclamation, etc., were also to be retained. Similarly, the Board of Pardon Commission, the Civil Service Commission, the Legislative Council, the State Library, the Advisory Pardon Board, the Industrial Accident, the Industrial Welfare, and Immigration Housing Commissions, as well as the California Historical Survey Commission, were not to be brought under the consolidation plan.

After excepting the elective officers and the above boards and commissions, the remaining state agencies were grouped under the following departments:

1. Finance
2. Trade and Corporations
3. Public Works
4. Agriculture
5. Natural Resources
6. Labor
7. Education
8. Public Health
9. Institutions
10. Social Service

The principle of the concentration of executive authority in single administrative heads is not fully accepted with regard to these departments. For example, the president of the railroad commission is placed in charge of the department of trade and corporations; the department of health is to be composed of five physicians, with the chairman as chief of the department; education is to be administered by a board of five members, with the superintendent of public instruction as chief executive; and social service and finance are both in control of boards.¹

In transmitting the recommendations of this committee to the legislature, the Governor suggested the advisability of further study and approved only a few of the suggestions for reorganization included in the report. The legislature failed to carry out any important recommendations.

3. *Colorado.* The Legislature of Colorado made provision in 1915 for the appointment of a committee "to make a survey and to study the methods of business of the state government with a view to formulation of suggestions having for their purpose the improvement of the manner in which public affairs were being conducted."²

The committee secured the assistance of specialists in ad-

¹Cf. Review by C. A. Beard, *National Municipal Review*, Vol. VIII, p. 128.

²Colorado, Acts 1915, Ch. 161; Weber, pp. 152-153.

ministration and undertook a systematic survey of the state government. In December, 1916, special reports were submitted relative to the executive branch of the government, with recommendations "for an integration of administrative services, the increase of powers of the governor as head of the state, and administration of a revised budget system." Other suggestions were made, particularly with regard to accounting, auditing, and the handling of public funds. A subsequent report was issued on the work of the Colorado Tax Commission, prepared by Professor R. M. Haig, of Columbia University.

4. *Connecticut.* Connecticut passed an act in 1915 providing for the appointment of a commission to report on "the organization and consolidation of the various state and county boards and commissions with a view of greater economy and efficiency, the revision of the Public Health Laws with the purpose of fixing more definitely the responsibility of officials and eliminating waste and duplication of authority and preventive laws with the purpose of ascertaining whether the constructive work of medicine and science may not be more efficient than is possible under present laws." In accordance with this act, investigations were held and a report submitted with various recommendations as to consolidation or reorganization. The recommendations of the report were carried into effect by the legislature in only one particular, that is, in the establishment of a department of Labor and Factory Inspection.¹

5. *Delaware.*² The movement for consolidation in Delaware was inaugurated by the State Council of Defense, which secured members of the New York Bureau of Municipal Research to make a survey of the state and county administration. One of the specialists who made the survey of

¹Consult Weber, p. 149.

²For the summary and extracts regarding consolidation in Delaware I am indebted to Dr. Charles A. Beard, Director of the Bureau of Municipal Research, and to Dr. Chester C. Maxey, Supervisor of the Training School for Public Service, who kindly turned over to me a manuscript copy of the report of the New York Bureau of Municipal Research.

the state government described the conditions they found as a "chaotic jumble." According to the survey staff, the administrative branch of the state government of Delaware embraces at least one hundred and seventeen separate offices, departments, boards, commissions, and other agencies. Of these, six are elected by the people, eighty-three are appointed by the Governor (usually with the consent of the senate), two are appointed by the judges of the superior court, twelve are appointed by boards or administrative agencies other than the Governor, and fourteen act *ex officio*.

The members of the staff found that Delaware had fifty-four boards and commissions exercising administrative powers; and, as a result of the survey, the following criticisms of the board system were made:

Boards acting as administrative agents, regardless of whether they are paid or unpaid, can not render the best and most efficient service.

1. Boards seldom show any real initiative, and therefore businesslike leadership in improving services is not to be expected from them. They are a check upon good work, not a spur to invention and activity.

2. In addition to being a drag upon administration, boards and commissions are so constructed that definite responsibility for action or inaction can not be located. In fact, board government in general may be regarded as a clever means of escaping accountability and consequently criticism or blame. Hence the board system appeals particularly to a certain class of administrative officials who wish to shift responsibility from themselves.

3. The board system tends to delay and inefficiency. Boards, meeting as they do only periodically, can not exercise effective supervision and control. They must fail as administrative agents because they are not "on the job" all the time.

4. In addition to its inherent defects, the board system of Delaware is so organized as to deprive the Governor of the control which he must have if he is to be responsible for the state's business. The board members usually have overlapping terms, hence each Governor may appoint only a minority. Each board is therefore a government within itself.

The need for boards can be justified, it is contended, only when they function in a quasi-judicial, quasi-legislative, or advisory capacity. Administration or the execution of policies should not be entrusted to boards. It should be done by individuals and not by boards.

The numerous independent agencies of the state government, it is found, not only stand in the way of the business-like conduct of public affairs; they also make impossible wise planning in the distribution of public expenditures among the several branches of work. Obviously, the existence of a hundred or more separate and distinct agencies, uncontrolled and competing with one another for public support and public funds, militates against the development of a businesslike planning for appropriations to support the functions of the state government. Organization and system are absolutely necessary to accounting control over the purchase of supplies, materials, and labor. Every agency of the government is jealous of its own prerogatives; it resists orders and inspections; it tends to develop its own practices for keeping records and accounting for public funds. There are, according to the Survey Staff, too many streams and rivulets running out of Delaware's treasury. As long as this condition endures, Delaware can not have economy and wise planning in the appropriation of public funds or efficiency and enforced honesty in accounting for expenditures authorized. The situation is thus characterized:

The hydra-headed administrative structure of Delaware which scarcely deserves the name of organization has grown up mainly as a result of the haphazard methods of legislation by which new offices, boards, and commissions have been created, year after year, with little reference to previously existing authorities, either as to the form of their organization or the scope of their powers. Development of the administrative functions of the state according to a studied plan of scientific and economic needs has been almost entirely wanting. The result has been the duplication of like powers, the wide scattering of similar functions, and the creation of numerous inconsistencies, leading inevitably to wasted effort and poor service rather than to co-operation and efficiency in administration.

The following suggestions for reorganization were offered:

1. The Governor should be the only elective administrative officer in the state government.

2. The Governor should have the sole power to appoint and remove all executive officers. To require the consent of the Senate is to make this power conditional and to permit responsibility to be shifted.

3. The responsibility for preparing the budget of the state should be placed squarely upon the Governor.

4. The office of Lieutenant-Governor should be abolished. Except in the case of succession to the governorship * * * the Lieutenant-Governor plays an insignificant role in Delaware. The Senate should choose its own presiding officer. * * * The Secretary of State might well be designated Governor in case that office should become vacant.

5. It is proposed that the present organization of the central authority in the state militia should remain unchanged. The state constitution quite properly makes the Governor commander-in-chief of the militia and requires him to select the staff, of which the Adjutant-General is the principal officer.

Administrative agencies are to be consolidated under nine departments with an arrangement that all new administrative functions be grouped under one of these departments. The departments recommended are:

1. Secretary of State
2. Finance
3. Labor and Industry
4. Health
5. Public Welfare
6. Agriculture
7. Highways and Drainage
8. Education
9. Law

The general recommendations made by the staff of the Bureau of Municipal Research have been summarized by the Director:

1. The plans for the reorganization of the executive branch of the state, consolidating more than one hundred

different offices, boards, and commissions in nine great departments, and also for coordinating county offices, boards, and agencies along the same lines.

2. The establishment of a budget system for the state government and for each county of the state.

3. The development of a system of books and accounts dovetailed into the budget which will prevent spending of officers from exceeding their appropriations, make possible a monthly statement of current finances, and full information as to every dollar received and spent.

4. The careful coordination of all related branches of state work in such a way as to eliminate lost motion, prevent duplication of effort, and secure a concentration of the best talent of the state upon each special line of activity, whether it be finance, labor and industry, public health, public welfare, agriculture, public highways, education, or any other line of work.

5. The introduction of business methods into the purchase of supplies and materials.

From the financial standpoint, the Bureau recommended an executive budget modeled after that of the state of Maryland, and, in addition, offered suggestions with regard to accounting and control of finances. The suggestions embrace a system of ledger, registry, records, and reports modeled on the best accounting practices of government and business enterprises. The thorough analysis of the government of Delaware made by specialists in accounting and finance with specific recommendations for each department and bureau constitutes one of the most interesting and helpful analyses yet prepared of a government of one of the states.

The principles embodied in the report of the Survey Staff are thus succinctly presented, and these principles may be regarded as involved in other plans for reorganization:

Whoever criticizes any plan of government and proposes alterations in it is bound to show that the principles upon which he bases his criticisms are sound and commend themselves to the good judgment and commonsense of the voters, and also that they are not mere theories foreign to the political experience of the American people. In preparing

this critical survey of the government of Delaware, the Bureau of Municipal Research does not presume to speak merely on its own authority, but rather as a mediator bringing to Delaware the best standards now generally accepted by managers of enterprises, both public and private, strengthened by experience and observation. Some of those standards will be readily accepted by everyone, while others require exposition and defense.

The Standard of Economy.

All, except the beneficiaries of waste and jobbery, will agree that the work of the state government should be carried on at the lowest cost consistent with the proper discharge of public functions, and with fair conditions of employment for those who serve the state. Therefore, waste, duplication of effort, useless competition among officers for appropriations, obsolete methods and machinery, payment for merely enjoying the title of a public office without doing any work worthy of mention, and all kindred practices should be eliminated.

The Standard of Efficiency.

Any work which the state undertakes is worth doing well or should be abandoned until a better day. If the statutes of the state enacted by the representatives of the people call for an extensive program in any field, then the administrative machinery necessary to carry it into effect should be created. For example, to have a fine program of agricultural conservation and advancement without trained and able agents to carry it into effect is nothing short of self-deceit. Efficiency demands that the attention of public officers should be concentrated on the work they are commissioned to do rather than on rest from political labors. In other words, in setting government in order there is no room in administration for political pensioners. If the people want efficient government, that is, government equipped to do public services, then they must think of that government in terms of results accomplished and not in terms of "good jobs" found for persons who can not otherwise make a living. Those who can not accept this principle must come into the open and admit that the end of government—public service—shall be sacrificed to the means of government—politics. For such, this survey is not intended.

The Standard of Responsible Government.

The cardinal principle of American government is responsibility to the people. Surely no one will be bold enough to deny this. This means that public officers once installed should not be permitted to go on their own way enjoying the fruits of office, but should be held accountable to the people for the day-to-day methods employed in transacting public business.

Concentration Essential to Responsibility

One can watch a two or three ring circus and miss none of the important tricks, but one can not attempt to watch a ten or a hundred ring circus without losing all of the tricks. Applying this homely fact to government, it is obvious that the citizens engrossed largely in their daily occupations can not keep watch on a hundred or more separate agencies. Where many are to be held responsible, no one can in fact be held responsible. Nast's famous cartoon of the old ring of political gangsters in New York City, each pointing his finger to the other fellow and saying "Twant me" contains a profound truth. Responsibility therefore implies a system of government that can be held responsible, a concentration of control over administration in the hands of the Governor, and a few heads of departments whom he himself selected.

The Standard of Responsible Leadership.

Leadership held accountable to the people is the essence of democratic government. The people, as James Madison said long ago, can not move "spontaneously and universally." This is especially true in modern times when the work of government involves so many difficult and technical enterprises. For example, in the field of public health, it is the specialists and students who work out new and valuable plans for the improvement of living and working conditions. This may be in response to public sentiment or in advance of it. Usually both. But the point is that without informed leadership the aspirations of the people are without avail. Anybody may plan and offer his plans to the public for approval, rejection, or modification. Thus the initiative and the inventiveness of individuals are fostered and invited, and the sovereignty of the voters is main-

tained. Leadership that is irresponsible is dangerous; leadership that is responsible brings to the service of the whole the abilities of the individual. Thus individual initiative, the mainspring of progressive inventive civilization, is nourished and popular control, the fundamental principle of democracy, is retained. Governments so constituted as to leave out of account this principle can not meet the new and trying obligations of this epoch.

The Standard of Effective Planning.

The life of the citizen is not split up into quadrennial or biennial periods. A business corporation or a trade union is not conducted on an annual, biennial, or quadrennial principle; it plans for the indefinite future. One of the main differences between a man and an animal lies in the power of man to plan ahead and prepare against floods, storms, and rainy days. A large and important part of state work goes on from year to year, irrespective of changes in parties and the results of elections. The educational, health, agricultural, commercial, labor, and kindred services of the state are continuous. Plans for them should be laid long ahead; buildings should not be begun and left unfinished; important and expensive enterprises should not be undertaken and dropped uncompleted. The obvious corollary to this principle is that the burden of linking up future work with the present and the past, and responsibility for planning ahead should be imposed upon the responsible leaders in the government. This means a budget system correctly conceived and widely understood by the people.

The Standard of Correct Information and Accounting.

Correct information is essential to wise and effective action by the executive officers, the legislature, and the people in matters of government. This involves the establishment of standards for the reports of public officers on the work they have performed and standards for the records, books, and accounts showing who has been employed, what has been purchased, and what has been accomplished even to the minutest detail. The application of such standards forces the public officer to be careful in transacting the business committed to his care and enables the higher authorities, the legislature and the people, to judge of the value and efficiency of his services. Without a thoroughly

organized system of accounting and control over the transaction of public business, the best of intentions are without avail. *The wisest man in the world can not serve effectively the people of a state in official capacity if he does not have the information on which to act.*¹

6. *Georgia.* The legislature of 1918 provided for an Examining Commission of State Government to be comprised of the Governor, Attorney-General, and Superintendent of Education, and the Chairman of the Appropriation Committees of the Senate and the House. The duty of the commission requires the making of an annual examination of all departments, agencies, and institutions receiving support from state finances. It is also their duty to prepare a budget and to submit a completed bill to the legislature. To carry out the foregoing powers, a uniform system of accounting is to be provided.²

7. *Kansas.* The legislature of Kansas authorized in 1915 the appointment of a committee of three members "to investigate in the most searching way the business management of every institution and department in Kansas."³ In a partial report presented in 1916, the committee recommended "a scientific budgetary procedure for the state and various other changes in the state's administrative system, including the creation of a commission on administration dealing with educational, charitable, and correctional institutions; a uniform system of accounting; a central store and purchasing agent; and the consolidation of all agencies pertaining to agriculture into a Department of Agriculture."⁴

A supplemental report was prepared in 1917 with respect to the educational institutions of the state.

¹This summary of the general principals necessary for efficient and economical government is taken from the extensive and illuminating report prepared by the staff of the New York Bureau of Municipal Research.

²Laws, p. 155.

³Laws, 1915, p. 497.

⁴Weber, p. 150.

8. *Louisiana.* Louisiana established in 1916 a Board of State Affairs. Among its duties were those of investigating and submitting recommendations regarding the organization and administration of government departments and institutions and also of preparing a budget for consideration by the legislature.

9. *Pennsylvania.* The Pennsylvania legislature in 1913 authorized the appointment of an Economy and Efficiency Commission "to investigate the number, character of duties, and compensation of all persons in the employ of the state and to ascertain and recommend what changes, if any, may be necessary to secure greater uniformity, economy, and efficiency in the work of the various departments, branches, bureaus, and commissions of the government." The commission appointed under this resolution rendered a report containing an enumeration of the administrative services and institutions of the state, with recommendations of action that should be taken in each to make the work more efficient. In 1915 a new commission was organized to consist of the Governor, Auditor, and Attorney-General. This commission rendered a report in 1917, recommending among other things the introduction of a budget system and the equalization of salaries.

The commission proposed the adoption of an executive budget by which alone it is contended the Governor may become the real head of the administration. Consequently, the preparation of the budget and its transmission to the legislature were to be placed in charge of the Governor or in some officer responsible to him.¹

10. *Virginia.* In 1916 the legislature of Virginia provided for the appointment of a commission upon which was placed "the duty of making a careful and detailed study of organization and methods of the state and local governments of the Commonwealth of Virginia and of reporting to the next Assembly of Virginia in what way the state

¹Weber, pp. 133-4.

and local government can be more efficiently and economically organized and administered.”¹

The commission was given but a short time to make a report and was hampered by a lack of funds; nevertheless, it presented a comprehensive document covering the organization of the state government, with recommendations to improve public administration. The commission favored the increase of the power of the Governor with a view to making him the head of the administrative service, and recommended that he be made supervisor of public accounts and suggested other methods of improving the finances of the state.

The Governors of Indiana, Michigan, Minnesota, Nevada, North Carolina, North Dakota, Pennsylvania, and Vermont have recommended in the messages to the legislature in 1918 and 1919 a readjustment and consolidation of existing boards with a view to the formation of a real Governor's cabinet. And a commission in Ohio is preparing a plan to present to the next session of the legislature. The prevailing view may thus be characterized: To investigate the many state boards and bureaus now in existence, to abolish all found to be unnecessary, and to consolidate under one head, related and kindred departments, thereby eliminating expense and insuring efficiency by centralizing authority and fixing responsibility.

Along with the movement for consolidation and a necessary outgrowth of the changes involved has come an insistent demand for constitutional revision. The sentiment which now prevails where constitutions have not been revised recently may be indicated by a few quotations from Governors' messages.

The trouble with our constitution is that instead of being a bill of rights, it is a list of limitations. Its principal features are its prohibitions. Many of these are wise, but a liberal attitude upon the part of the courts has stretched

¹Chap. 211, Acts, 1916.

some of the provisions to the breaking point, and there is much confusion of judgment as to their interpretation.

—Governor William C. Sproul, Pennsylvania.

In the promotion of governmental efficiency, the need of the revision of the constitution of our state is outstanding.

—Governor William D. Stephens, California.

That our constitution, adopted when we were an agricultural state, with no large cities, no longer meets the demands of our complex social, industrial, and economic relations is evident.

—Governor James P. Goodrich, Indiana.

Nothing is more apparent in Kansas than the need of a general overhauling of the constitutional system.

—Governor Henry J. Allen, Kansas.

Business efficiency can not be secured without a change from the present haphazard system.

—Governor Thomas E. Campbell, Arizona.

I call to your attention the fact that there is great need for a change in the plan by which the civil affairs of the state government shall be administered. Circumscribed by the restrictions of an antiquated fundamental law, we have sought to meet the constantly increasing needs of administration through the creation of boards, commissions, and additional offices. This has resulted in a system of government that reeks with divided responsibility, loose ends, and overlapping functions.

—Governor S. R. McKelvie, Nebraska.

SPECIAL FEATURES OF THE REORGANIZATION MOVEMENT

The underlying ideas and principles which are characteristic of the reform movement in all of the states are the executive budget, the short ballot, and administrative centralization and control. Administrative centralization and control have been briefly described in the summary of committee reports. It remains to summarize the principles involved and the objects to be obtained through the executive budget and the short ballot. With but few exceptions, the various commissions have made recommendations in the direction of radical budgetary reform.

1. *A State Budget.*¹ A budget has been defined as a plan for financing a government during a definite period, which is prepared and submitted by a responsible executive to a representative body whose approval and authorization is necessary before the plan may be executed. In practically all European countries, the preparation of the budget has long been regarded as absolutely necessary to secure economy and efficiency in the administration of public finances. In most European countries, a responsible minister makes up the budget, and it is his duty to coordinate estimates of receipts and expenditures into a definite plan. In the national government of the United States and in most of the states, however, the function of making up the budget has been assumed by appropriation committees, with the result that our government has on the whole been run without careful financial planning. The introduction of the budget, then, is an effort to substitute systematic and businesslike financial methods for the present unscientific, haphazard practices which are followed by most legislatures and appropriation committees.

The movement for budget reform was begun about 1911, when the first step was taken by the state of Wisconsin. Since this time, about one-half of the states have provided for some form of budget system. Among the states which have adopted recently an improved budget procedure are: Connecticut, 1915; Illinois, 1913; Iowa, 1915; Kansas, 1917; Louisiana, 1916; Maine, 1915; Maryland, 1916; Minnesota, 1915; Nebraska, 1915; New Jersey, 1916; New Mexico, 1917; New York, 1916; North Dakota, 1915; North Carolina, 1917; Ohio, 1913; Oregon, 1913; South Dakota, 1917; Tennessee, 1917; Utah, 1917; Vermont, 1915; Washington, 1915; and Wisconsin, 1911.

The extension of the new ideas in budget making is apparent in the legislative sessions of 1918 and 1919.

¹Cf. Massachusetts Constitutional Convention Bulletin No. 2 on State Budget Systems in the United States which has been used freely in the preparation of this section on the state budget.

Arizona	Executive Budget (Session Laws, Ch. 61)	1919
Colorado	Budget and Efficiency Commissioner (Session Laws, Ch. 12)	1919
Idaho	Budget Law (Session Laws, Ch. 135)	1919
Indiana	Constitutional Amendment for Budget (Session Laws, Ch. 253)	1919
Kentucky	Budget Appropriation Commission (Session Laws, Ch. 12)	1918
Maine	Budget Committee (Session Laws, Ch. 102)	1919
Massachusetts	State Budget (General Acts, Ch. 244)	1918
Nevada	State Budget (Session Laws, Ch. 145)	1919
South Dakota	State Budget Board (Session Laws, Ch. 319)	1919
Texas	Budget Provision in Board of Control Act (General Laws, Ch. 167)	1919
Wyoming	State Budget (Session Laws, Ch. 10)	1919

There are two main methods in the preparation of the budget in state government. In states such as Connecticut, New York, and Wisconsin, a board or committee is responsible for the preparation of the budget and its submission to the legislature. Other states such as Kansas, Maryland, Massachusetts, Minnesota, Nebraska, New Jersey, New Mexico, Ohio, and Utah have provided for an executive budget which places upon the Governor alone the duty of submitting the tentative budget of estimated appropriations and revenue. After a tentative budget has been prepared whether by the governor or by the budget board it is submitted to the legislature for consideration and action. As a rule, the budget presented is merely advisory and the recommendations which it contains may be rejected and items increased, decreased, or struck out by the legislature without restriction. In Maryland and New Mexico, however, the legislature can not increase the Governor's budget. It

may only reduce or strike out items and may enact supplementary measures for purposes not provided for in such budget only by following the special procedure indicated. The budget amendment submitted by the New York Constitutional Convention of 1915 contained a similar provision, as does the constitutional amendment adopted in 1918 in West Virginia.

The adoption of this limitation upon the power of the legislature to make appropriations in excess of the sums recommended in the budget is a step of great importance. In Great Britain, it has long been the rule that Parliament will make no appropriation which the ministry has not included in the budget. Maryland is the only state which thus far has provided in the constitution for a definite plan of the executive budget. The details of the Maryland plan are as follows:

*Executive Budget Established by Constitutional Amendment in Maryland.*¹ A large deficit due to the reckless action of the legislature aroused the people of Maryland to the need of an effective budget system in 1915. As a result of the public agitation of this issue, the Democratic state convention appointed a citizen commission with Dr. Frank J. Goodnow (former member of the president's commission on economy and efficiency) as chairman, to prepare a report containing specific recommendations.

The Goodnow Commission rendered a report with a proposed constitutional amendment to establish an executive budget system which was approved by the legislature and ratified by the voters in November, 1916.

Its provisions are as follows: The Governor shall require from the officers of all executive departments and administrative offices, bureaus, boards, commissions, and institutions, expending public money, itemized estimates and other information necessary to the preparation of a budget. The Governor may provide for public hearings on the estimates, require the attendance of representatives of all agen-

¹Condensed from *The Recent Movement for State Budget Reform, 1911-1917*, Municipal Research Bulletin No. 91, pp. 43ff.

cies and institutions and may revise the estimates presented at his discretion. The estimates for the legislative and the judicial departments and for the public schools are not subject to revision by the Governor.

Upon the convening of the general assembly, the Governor shall submit two budgets, one for each of the two succeeding fiscal years and a bill for all proposed appropriations, clearly itemized and classified.

Accompanying each budget shall be a statement showing:

Revenues and expenditures for each of the two preceding fiscal years;

Current assets, liabilities, reserves, and surplus or deficit of the state;

Debts and funds of the state;

Estimates of the state's financial condition as of the beginning and the end of each ensuing fiscal year; and

Any explanation which the Governor may desire to make as to the important features of any budget, and any suggestion as to methods for the reduction or increase of the state's revenues.

Before final action upon either budget by the general assembly, the Governor may amend or supplement it to correct an oversight, or in case of emergency, with the consent of the general assembly, by delivering such amendment or supplement to the presiding officers of both houses.

In its action upon the budget bill, the general assembly shall not amend it so as to affect the guarantees of the constitution or statutes for the establishment and maintenance of a system of public schools or constitutional provisions as to salaries; it may, however, increase or diminish items relating to the general assembly and increase items relating to the judiciary. In no other particular shall it alter the bill except to strike out or reduce items, providing no salary of any public officer is reduced during his term of office.

The Governor and representatives of the departments of the executive branch of the government designated by him, shall have the right, and when requested by either house it shall be their duty, to appear and be heard and answer questions relating to any budget bill under consideration. Until

after final action upon the budget bill, neither house shall consider any other appropriation measure. Other appropriations must be embodied in separate bills, each limited to a single purpose and containing provision for revenue necessary for that purpose. Such bills may be passed only by majority vote of the whole number of members elected in each house, and when passed, shall be subject to the Governor's approval or veto. The Governor by proclamation may extend the session in case of failure of the general assembly to take final action upon the budget bill three days before the expiration of the regular session; and during such extended period no other matter than such bill shall be considered except provision for the cost of the session.

In 1917 and 1919 the legislatures of a number of states established a budget system similar to that of Maryland. As a rule, however, the budget has merely a statutory basis, and is only a recommendation from the executive. The extent to which it is followed, therefore, depends upon whether the legislature and the Governor cooperate. More progress has been made in the enactment of budget legislation than in any other phase of the reorganization movement.

The Short Ballot. Perhaps the most important and pervasive idea involved in the reorganization of state administration is that summed up under "the short ballot." A survey of the recommendations of the efficiency and economy commissions indicates the fact that there is almost universal agreement that too many officers in state government are elected. It is proposed to place the selection of these officials in the hands of the Governor and the department heads and thus to make the Governor a real instead of a nominal head of the administration. In fact, the movement for reorganization has brought into prominence the short ballot as the watchward of reform which, coupled with its correlative feature, the merit system, constitutes one of the central characteristics of administrative consolidation. The short ballot is a non-partisan movement, the

significance of which may be indicated by a few representative opinions.

I have the fullest sympathy with every reform in governmental and election machinery which shall facilitate the expression of the popular will, such as the Short Ballot and the reduction in elective offices.

—William H. Taft.

In the first place I believe in the Short Ballot. You can not get good service from the public servant if you can not see him, and there is no more effective way of hiding him than by mixing him up with a multitude of others so that they are none of them important enough to catch the eye of the average work-a-day citizen.

—Theodore Roosevelt.

I believe the Short Ballot is the key to the whole problem of the restoration of popular government in this country.

—Woodrow Wilson.

There should be a reduction in the number of elective offices. The ends of democracy will be better attained to the extent that the attention of the voters may be focused upon comparatively few offices, the incumbents of which can be held strictly accountable for administration.

—Charles E. Hughes.

The Short Ballot—as if that were not absolutely the gist of all constructive reform. The Short Ballot—few candidates to be voted for; so few that the voters can really inform themselves about the merits and demerits of the candidates—now that is the only way to get rid of the bosses and the machines.

—Charles W. Eliot.

The term “short ballot” has come into use during the last ten years in connection with the movement to reduce the number of elective offices. It contemplates the election of those officers only who are to determine policies and the appointment of those who are to act in a purely administrative capacity.

It is a device intended to do away with our blanket ballot and to concentrate the attention of the voter upon a few important positions on which he can make a relatively

intelligent decision as to candidates. A prominent advocate of the short ballot sums up the difficulties to be remedied. We find, he says, that there are three practical methods of concealing public servants from their masters, the people, and thus causing popular control to relax:

(a) By having so many elections simultaneously that each individual candidate is lost in the confusion.

(b) By dividing power among so many petty offices that each one of them escapes scrutiny by reason of insignificance.

(c) By making an office undebatable in character, so that discussion regarding it is dull and unlikely to attract attention.

To remedy such conditions as now prevail which result in blind voting and unintelligent action by voters, the following changes are regarded indispensable:

1. To shorten the ballot to a point where the average man will vote intelligently without giving more attention to politics than he does at present.

2. To limit the elective offices to those which are naturally conspicuous.¹

Short ballot principles as applied to a state would, it is thought, result in the election of but few state officers, such as the Governor and one or more financial officers and in the appointment of the heads of the state executive departments, boards, bureaus, and commissions. The members of Congress and of the state legislatures would also be elected, but by a district system, each voter would be called upon to make but one choice. In counties, the members of the county board, and in cities, the members of the city council are, it is believed, the only positions which should be filled by popular election.²

The short ballot plan involves the extension of the appointive power for the higher positions and the adoption

¹Cf. *Short Ballot Principles* by R. S. Childs.

²Cf. *The Short Ballot in Illinois*, report of the Short Ballot Committee of the City Club of Chicago.

of the merit system for the selection of all but a few of the executive officers who may be regarded with the Governor as responsible for the general policies of the administration.

Certain results of the use of the long ballot have brought discredit to this method of securing popular control. We have ample testimony to the fact that the average voter does not know the majority of the candidates for whom he votes and that blind voting becomes the practice for all but a few of the important candidates on the ticket.¹ But more significant still is the fact that the many nominations to be made and offices to be filled constitute a task which the voter can not perform and the result is that the job is undertaken by the politicians who have made of the party in the United States veritably "an office-filling and spoils-sharing device."

According to President Wilson,

Representative, responsible, efficient government is our goal; and the way to it lies not through additional and more complicated political machinery, but through such a simplification of our present machinery as will permit the electorate to bring steady and persistent pressure on the great organs of government in the broad daylight of interested public discussion.

This truth has been recognized by the most careful students and observers of our system of government.

President Wilson, in the address quoted above, puts the argument trenchantly:

Elaborate your government; place every officer upon his own dear little statute; make it necessary for him to be voted for; and you will not have a democratic government. Just so certainly as you segregate all these little offices and put every man upon his own statutory pedestal and have a miscellaneous organ of government, too miscellaneous for a busy people either to put together or to watch, public aversion will have no effect on it; and public opinion,

¹See testimony of President Wilson, C. A. Beard, *American Government and Politics*, pp. 478-9; also article by R. S. Childs, *The Outlook*, July 17, 1909.

finding itself ineffectual, will get discouraged, as it does in this country by finding its assaults like assaults against battlements of air, where they find no one to resist them, where they capture no positions, where they accomplish nothing. You have a grand house-cleaning, you have a grand overturning, and the next morning you find the government going on just as it did before you did the overturning. What is the moral? . . . The remedy is contained in one word: *simplification*. Simplify your processes, and you will begin to control; complicate them, and you will get farther away from their control. Simplification! simplification! simplification! is the task that awaits us; to reduce the number of persons to be voted for to the absolute workable minimum—knowing whom you have selected; knowing whom you have trusted; and having so few persons to watch that you can wath them.¹

By voting the long ballot blindly, we entrust large power to organizations of political specialists, and we must expect to get the kind of government that will naturally proceed from their trusteeship.

The long ballot, with its variegated list of trivial offices is to be seen nowhere but in the United States. The English ballot never covers more than three offices, usually only one. In Canada, the ballot is less commonly limited to a single office, but the number is never large. To any Englishman or Canadian our long ballot is astonishing and our blind voting appalling. A Swiss would have to live four hundred years to vote upon as many men as an American undertakes to elect in one day. The politicians as a professional class, separate from popular leaders or office-holders, are unknown in other lands and the very word "politician" has a special meaning in this country which foreigners do not attach to it. And government from behind the scenes by politicians, in endless opposition to government by public opinion, is the "unique American phenomenon in the long ballot's train of consequences."²

¹See Beard, *American Government and Politics*, p. 483.

²Condensed from *The Short Ballot* by R. S. Childs. See J. T. Young, *The New American Government and Its Work*, Appendix B, p. 654.

There are no "short ballot" states, though several have taken important steps in the direction of shortening their ballots. In California, the members of the Railroad Commission, State Printer, and the Clerk of the Supreme Court have been removed from the ballot, and Ohio has taken from the elective list the Public Works Commissioner, Superintendent of Public Institutions, and the Dairy and Food Commissioner. Similarly, a few officials in Indiana have been changed from the elective to the appointive basis. The nearest approach to a short ballot state is New Jersey, where but a single executive officer is elected.¹ A long step forward was taken in the enactment of the Civil Administrative Code of Illinois which is planned on the short ballot basis making the Governor the executive head of the state with the right to appoint cabinet heads. It is anticipated that the constitutional convention will make Illinois a real short ballot state. A recent amendment has shortened the ballot of Pennsylvania. Hereafter, each elector will mark his ballot only for Governor, Lieutenant-Governor, and two other state officers, for a representative in Congress, a state senator, and a representative in the general assembly from his own district.

If administrative consolidation as outlined in the many state commissions and committees is adopted, the present ballots in state elections will be materially shortened. The short ballot movement has gained greatest headway in the cities where commission government has reduced the number of elective officers to a board of approximately from three to seven members, who become responsible for the entire management of city affairs. In the federal government the short ballot now prevails for the voter selects a president who becomes responsible for the cabinet and through his advisers for all of the subordinate officers in the federal administrative service. It remains for the states to change their administrative organization so that the generally accepted principles of the short ballot may be incorporated.

¹Massachusetts Constitutional Convention Bulletin No. 10.

The Merit System. A feature of the majority of the reports on efficiency and economy as a correlative feature of the short ballot principle, is the recommendation for the establishment or the extension of the merit system in the selection of public officers. In fact, the recommendation for the extension of the merit principle to the recruiting of the administrative personnel is made a central part of the scheme of reorganization in Illinois and Minnesota.

Public offices in the United States are filled by one of three methods, by appointment, by election, or by selection through a merit system involving some form of competitive test. Prior to the nineteenth century, the method of appointment was commonly pursued. With the advent of popular control of government, elections were introduced to fill many of the public offices. Difficulties in securing competent public servants either by appointment which results in rewarding favorites, relatives, or personal friends, and the elective system which often brings into office a good politician but an incompetent official, led to the introduction of a merit system based on competition for many of the offices to be filled in modern governments. During the latter part of the nineteenth century, the merit system has been greatly extended. It has been difficult to reconcile the principles of the merit system and service during a period of efficiency and good behavior with some of the early theories of popular government and democracy. This reconciliation has been made, however, and the merit system has had a promising development in countries where popular government prevails.

In the development of democratic government, a distinction has been drawn between (a) political offices to be filled by election and (b) administrative offices to be filled chiefly by appointment on some basis of merit. In all governments in which the people have any voice, there are affairs of policy to decide and issues to be discussed in which the popular will must be considered and in which the voice of the people should control. Such matters as high or low taxes, good or bad roads, prohibition or saloons, are ques-

tions on which the popular verdict may well be expressed. For this purpose, certain offices are regarded as of a political nature and these offices are usually the channel through which the public will and popular sentiment may prevail. On the other hand, there are in the management of government, many details of administration which can be understood only by experience, and for the performance of which certain special qualifications and training are necessary. For these administrative positions, the most effective service can be secured only through the selection of appointees on a basis of merit, and promotion as a result of proved ability with the assurance of permanence of tenure. In the words of Chief Justice Ryan, "where you want skill you must appoint, where you want representation, elect." While certain political offices ought always to be filled by election, and while the popular will should be made to prevail through these public offices, the most difficult part of the problem is the method of recruiting the civil service in the large number of administrative positions in which political opinions ought to have little weight.

The most significant fact in connection with the filling of offices in the United States is the development of the spoils system. The spoils system is built upon certain fundamental theories and policies which were first introduced into the turmoil of party politics in the states; namely, the custom of using public offices openly and continuously as ammunition for party warfare and the evolution of the idea of rotation in office. It was urged in the adoption of these theories that rotation would educate the public in the business of government, and that it would serve as a check to the overbearing insolence of office.

The spoils system dies hard. With its related ideas of short term and rotation in office, it has become an ingrained conviction in the minds of the politicians and of the public, too, that offices should be openly and flagrantly used to reward personal political friends and to punish enemies. Men became accustomed to what Senator Hoar called the "shameless doctrine" that "the true way by which power should

be gained in this republic is to bribe the people with offices created for their service, and the true end for which it should be used when gained is the promotion of selfish ambition and the gratification of personal revenge."

The grip of the spoilsmen is evidenced in the slow and intermittent progress of civil service reform in the federal government and the difficulties in introducing the merit system in the states. Somewhat discouraging results in the fight between the spoilsmen and those upholding the merit system are eloquently described by a committee in New York.

The history of civil service legislation and its enforcement in the last thirty years in the State of New York shows how far the state has failed to realize the ideals of civil service administration. During this period, continuous pressure from the outside to confer favors has operated as the motive for establishing many unnecessary positions and creating fictitious or excessive salary rates. To counteract this, other forces have sought to impose with respect to the several branches of the civil service restriction after restriction which was primarily designed to prevent malpractice and removals rather than to insure efficient service. . . . Promotion is still largely secured by accident or personal preference. Standards governing the amount, kind, or quality of personal service to be rendered by state employees have not been established. The welfare of an employee after he has obtained an appointment is not considered from the viewpoint of intelligent public service. As a result, an utter lack of what might be termed *esprit de corps* is noticeable in the state of government.

The State of New York needs a constructive employment program for its governmental agencies, which looks toward the establishment of a permanent expert personnel. This means a fundamental reorganization of the present practice.¹

Through a constant struggle civil service reform has gradually succeeded in reducing the number of appointive officials and in checking the power of the spoilsmen and has given the merit system a wider application. The growing

¹New York Bureau of Municipal Research, Bulletin No. 67, p. 4.

extension of the system to the higher positions of the federal service and to state municipal and county service is an indication of the general acceptance of the merit principle. The merit principle has been extended recently in Ohio and Colorado, and may be regarded as one of the features of administrative reconstruction.

Summary of Principles of Reorganization. It is possible, from the plans of consolidating the administrative services now in operation in Illinois, Idaho, and Nebraska, and from the various plans proposed, to formulate certain principles relative to administrative reorganization. These principles, are:

1. The grouping of administrative agencies according to functions and the consolidation of all administrative departments, commissions, offices, boards, and other agencies into a small number of departments, each headed by a single officer, except departments where quasi-legislative and quasi-judicial or inspectional and advisory functions require a board.

2. The adoption of the principle that the Governor is to be held responsible for the administration of the state, and is to have the power to choose the heads of departments who are to constitute his cabinet, and who are to be held strictly accountable to him through his power to appoint and remove and through his leadership in budget preparation. This involves among other things the reduction of the number of elective administrative officers to two—the Governor and a Comptroller to act as independent financial auditor—and the adoption of the merit system for the selection of subordinate officials.

3. The extension of the term of the Governor and the careful adjustment of the terms of department heads with reference to the term of the Governor. Excepting members of boards with overlapping terms, department heads should have the same term as the Governor.

4. The grouping of related offices and work in each of the several departments into appropriate divisions and bureaus, responsibility for each branch of work to be centralized in an accountable chief. Bureau and division heads are to be appointed either by the Governor or by the department head.

5. A budget system vesting in the Governor the full responsibility for presenting to the Legislature each year

a budget containing all expenditures which in his opinion should be undertaken by the state, and a proposed plan for obtaining the necessary revenues—such a budget to represent the work of the Governor and his Cabinet. Incorporation of all appropriations based upon the budget in a single general appropriation bill.¹

“Governor’s messages, department reports, legislative investigations, and political writers have thoroughly agreed that, in the multiplicity of diversified forms which the public service agencies have assumed, all responsibility has been lost while waste and inefficiency have been everywhere present.”² It is almost universally agreed that the attempt to have a large part of executive work done by boards is a failure. It is now generally conceded that executive work should be done by individuals and not by boards. Unity of functions, concentration of authority, and location of responsibility are among the watchwords of the reorganization movement.

Administrative consolidation is recommended for the states similar to the plan which has been employed for more than a century in the federal government. In the federal government, the administrative functions are practically all grouped under ten departments, the heads of which are appointed by the president. These department heads serve at the pleasure of the president and he is responsible for their official actions. Together, they constitute a cabinet which meets for consultation and advice. Despite some few exceptions and some well known defects, the administration of federal departments is regarded as responsible and efficient.

Recently the trend toward consolidation has gained headway in municipal government in the adoption of the commission and commission-manager forms of city charters. More than four hundred cities have adopted a form of government in which the essential characteristic is the reduc-

¹Condensed from Summary by the Reconstruction Commission (N. Y.), pp. 291-293.

²Raymond Moley, *State Efficiency and Economy*, p. 87.

tion of offices and the concentration of authority into a relatively small number of departments.

The movement for administrative consolidation was begun by a gradual process of grouping agencies performing related functions. Such partial consolidation has been accomplished by many states by the establishment of a single board of control for the management of charitable and correctional institutions. Similarly, a few states have consolidated the management of educational institutions, and others have combined related functions in the creation of a real department of agriculture. A few of the states have taken noteworthy steps in the direction of general consolidation, and a score are preparing for rather radical reorganization. Constitutional provisions generally prevent complete consolidation and a symmetrical plan of unification. A campaign has begun for the removal of such constitutional restrictions and for the necessary legislation to put into effect a scheme for complete consolidation.

STEPS TOWARD CONSOLIDATION IN TEXAS

As a result of a resolution presented at the third called session of the Thirty-fifth Legislature in 1917, steps were taken to secure a thorough and complete investigation of every department of state government and state institutions "with a view to the correction of irregularities, unlawful practices, and violations of these fundamental principles which must be preserved as the foundation of our government." A committee comprised of ten members was appointed in each House from which ten sub-committees were formed among which the various state departments and institutions were distributed for investigation. The extent of the investigations may be judged by the "record of more than 8,500 typewritten pages of testimony, audits, and committee findings and recommendations, besides the compilation of a vast number of exhibits, pamphlets, bulletins, and reports of departments and institutions of this State and of other states, which have been filed for reference."

The investigation disclosed that there were in the conduct of affairs by the legislature a lack of proper system of book-keeping, the printing of more journals than are used, the payment of excessive prices for material, and the employment of unnecessary clerks and assistants.

Recommendations and suggestions for improvement in methods of administration were made for each of the departments, boards, and bureaus. It is impossible to include in this summary all of the recommendations which may be found in the report submitted to the legislature on February 1, 1918. Among the most important recommendations were those with respect to the Comptroller's Department and the Treasury Department.

For the Comptroller's Department the recommendations among others suggested the enactment of a law creating a stamp department for all state departments, all outgoing mail to be passed through such department for attachment of postage and accounting; the consolidation of the tax division of the comptroller's department under a supervising manager; and the requiring of all state departments collecting money for the state to clear their collections through the state treasury. Furthermore, it was recommended that all claims against the state be promptly verified, audited, and approved by proper officials before being vouchered for payment; that various duties of the Pension, Revenue, and Tax Board departments be transferred to the Comptroller; and that adequate laws be passed so as to protect the appropriations made for traveling expenses.

An investigation of the Treasury department resulted in the following recommendations:

1. That in the future each of the various departments and institutions presents the aggregate amount of its pay roll and that but one voucher be drawn to cover such expenditure.

2. That certain special funds be placed into the general revenue, and any items that should be paid therefrom be paid from the general fund.

3. That all deposits of special funds be accompanied by

a statement showing the origin thereof, and that all drafts thereon show the purpose for which same are drawn.

4. That the law requiring monthly reports of unpaid warrants to be made to the Comptroller be amended.

5. That all bonds in which state funds may be invested be required to be of uniform size and form.

6. It appears that the State Treasurer has borrowed certain sums of money from Austin banks at a very low rate of interest, and although it is not charged that these transactions were dishonest, the practice is subject to criticism and should be discontinued.

The committee also recommended that the work of the Tax Board and State Tax Commission be taken over by the Railroad Commission and made a number of suggestions with regard to the Land Office, the Judiciary, the Educational Institutions of the State, and other officers and boards, very few of which were carried into effect by the legislature.

It was estimated that nearly \$900,000 could be saved from the present state budget by the abolition of certain offices and the consolidation of others and, by the repeal of laws, making unnecessary appropriations, and that as much as \$1,000,000 could be saved annually through the enactment of a board of control law and a depository law, and by certain departmental reforms.

An important step in the direction of consolidation was taken in the passage of a Board of Control Act which went into effect on January 1, 1920. The board established under this act, composed of three members appointed by the Governor, is authorized to take over the duties of the State Purchasing Agent and is expected to direct the purchase of supplies for all state departments and institutions, and state schools, including the Normal Schools, the University of Texas, and the Agricultural and Mechanical College. These schools retain the purchasing power for technical instruments and books. It is made the duty of the board to prepare a budget for the legislature. Department heads, heads of institutions, and other officers who heretofore presented their needs to committees of the legislature are ex-

pected in accordance with the provisions of this act to present requests for appropriations to the Board of Control. The following officers and boards are abolished and the powers and duties thereof conferred upon the new board:

Board of Public Printing and State Expert Printer.

State Purchasing Agent.

Superintendent of Buildings and Grounds.

State Inspector of Masonry, Public Buildings and Works.

Boards of Managers of the Asylums, including the Blind, Lunatic, and Deaf and Dumb Asylums, State Orphan's Home, State Colony for the Feeble Minded, the Confederate Homes, the State Epileptic Colony, the Home for Lepers, the Anti-tuberculosis Colony, the State Juvenile Training School, and the Girls' Training School.

The board is to maintain an auditing bureau to audit the books of all departments and institutions; and to perform the manifold duties entrusted to it, the following divisions may be established:

Public Printing

Purchasing

Auditing

Design; Construction and Maintenance

Estimates and Appropriations

Eleemosynary Institutions

It is made the duty of the board to design all public buildings erected at the expense of the state and to supervise the grounds, parking, and landscape gardening.

A significant change in the management of state business will result from the establishment of a board of control with such extensive powers. It remains to be seen whether this step will be followed by others designed to further concentrate authority, to systematize existing agencies, and to bring greater unity and directness in the conduct of State administration.¹

¹State boards of control to be placed in charge of all state institutions with control over the management, purchase of supplies, and all financial operations have recently been established in the following states: Alabama, Arizona, Iowa, Kansas, Kentucky, New Jersey, North Dakota, and Washington.

Present Organization of the State Government of Texas.

While the number of officers, boards, and commissions established in Texas is not as great as those of some other states, the process of parceling public functions to independent executive units has been carried out to a considerable extent as may be seen from the list of the existing officers, boards, and commissions. With the exception of the Board of Control Act, there has been no attempt to unify and consolidate the State administrative agencies.

*Officers, Boards, and Commissions in the Administrative Service of Texas:*¹

Constitutional Officers:

- Governor
- Lieutenant-Governor
- Secretary of State
- Comptroller of Public Accounts
- Treasurer
- Commissioner of the General Land Office
- Attorney-General

Constitutional Boards:

- Railroad Commission
- Board of Education

Statutory Officers:

- State Superintendent of Public Instruction
- Adjutant-General
- Commissioner of Agriculture
- State Chemist
- Dairy and Food Commissioner
- Commissioners of Deeds
- State Entomologist
- State Fire Marshal
- State Forester
- Game, Fish, and Oyster Commissioner
- State Health Officer
- Commissioner of Insurance and Banking
- Commissioner of Labor Statistics
- Legislative Reference Librarian
- State Librarian

¹For a brief summary of the creation of offices, boards, etc. with the duties assigned to each, consult bulletin on Officers, Boards, and Commissions of Texas by Frank M. Stewart.

- State Inspector of Mines
- State Rangers
- State Reclamation Engineer
- State Tax Commissioner
- State Veterinarian
- Statutory Boards and Commissions:
 - State Board of Public Accountancy
 - State Anatomical Board
 - State Board to select Auditor for the Prison System
 - State Banking Board
 - State Bureau of Child and Animal Protection
 - State Depository Board
 - Board of Directors of Texas Employers' Insurance Association
 - State Fire Insurance Commission
 - Gonzales State Park Commissioners
 - State Board of Health
 - Industrial Accident Board
 - Library and Historical Commission
 - Live Stock Sanitary Commission
 - State Mining Board
 - Texas Naval Board
 - Board of Pardon Advisors
 - Commissioners of Pilots
 - Board of Prison Commissioners
 - San Jacinto State Park Commissioners
 - State Intangible Tax Board
 - State Board to Calculate Tax Rate
 - State Text Book Commission
 - Board of Water Engineers
 - Board of Control
- Educational Institutions:
 - Board of Directors of Agricultural and Mechanical College of Texas
 - Governing Board for Agricultural Experimental Sub-Stations
 - Board of Regents of College of Industrial Arts
 - State Normal School Board of Regents
 - Board of Regents of the University of Texas
- Examining Boards:
 - State Board of Dental Examiners
 - State Board of Embalming
 - Board of Legal Examiners
 - State Board of Medical Examiners

State Board of Nurse Examiners
 Texas Board of Pharmacy
 State Board of Examiners for Teachers
 State Board of Veterinary Medical Examiners

To indicate the changed conditions under which the government of Texas operates in comparison with the government of 1876, the relative figures of property, population, and government expenditures are given:

Value of property in Texas in 1876—Comptroller's

Department	\$ 257,632,009.00
Assessed property value in 1918	3,012,819,287.00

Present property value approximately 11.7 times greater than in 1876.

Population in 1876 (estimated)	1,282,481
Population in 1918 (estimated)	4,603,834

Present population approximately 3.66 times greater than in 1876.

Per capita property value, 1876	\$200.90
Per capita property value, 1918	654.00

Present per capita property value approximated 3.25 times greater than in 1876.

Total receipts by State Treasurer for the year 1876	\$2,360,119.00
Net expenditures in 1876	2,216,348.00
Total receipts for year ending August 31, 1918	28,660,531.60
Expenditures for same year	29,028,810.44

Expenditures more than thirteen times greater in 1918.

To summarize: A government designed to meet the simple and undeveloped economic conditions following the Civil War is now expected to meet the requirements of,

1. A population 3.66 times greater than in 1876.
2. To protect property values 11.7 times greater.
3. To make provision for expenditures for a government more than thirteen times greater.
4. To deal with conditions radically different from those of a generation ago.

The Constitution has been amended rather frequently to aid in the process of readjustment, but it is not difficult to understand that sporadic changes through amendments would make inadequate provisions for the rapid development of government functions during the last few decades. It is the extraordinary growth in government expenditures in relation to increases in population and property values and the consequent increase in the functions, duties, and responsibilities of state government, which have led to the insistent demand that the state governments be reconstructed. The problem of consolidation and reconstruction is an important issue in Texas. While a beginning has been made through the legislative investigation and the enactment of the Board of Control law, no complete and systematic investigation has yet been made such as has been completed in a score of states, and a scheme for general consolidation remains as yet to be formulated.

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¹I am indebted to Mrs. Sarah Scott Edwards, Reference Assistant in the Bureau of Government Research, for the revision of the list of references and for assistance in the reading of proof.

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